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ABSTRACT

These 24 essays look at what is wrong with federal employment training efforts and offer ideas for building a more effective system. A preface describes "The Governance of Federal Employment and Training Efforts" (Halperin). An "Introduction" (Zuckerman) discusses the sources of these essays that explore the implications of private industry councils, one-stop shopping, vouchers, certification, funding levels, community-based services, and coordination of many different programs. The essays are grouped by client's perspective, community organizations, policy analysts, educators, and government, business, and labor. Titles and authors are as follows: "Young People's Response to Job Training 2000" (Higgins and others); "Counsel to the Employment and Training Community and My Child" (Masters); "Systems Are Built from the Ground Up" (Butler); "The Employment Thing" (Kaplan); "Equal Access, Pay, and Opportunities for Young Women" (Wurf); "The Essential Elements of Job Training" (Velazquez); "A CBO (Community-Based Organization) Perspective" (Harris); "Youth Service Providers' Response to Job Training 2000" (Tennyson and others); "The Critical Missing Element, A Community-Based Perspective" (Stoneman); "Community Empowerment and CBOs: A Thirty-Year-Old Synonym" (Taylor); "Job Training 2000: A Local Critique" (Baker); "Job Training 2001: A Case Odyssey" (Dorrer); "Critiquing Job Training 2000" (Magnum); "Job Training 2000: Not Even Chicken Soup" (Walker); "Bring Job Training into the Mainstream" (Guttman); "The Devil Is in the Details" (Pines); "Reforming Training with Good Intentions" (Levitan); "Do the Prescriptions Provide the Cure" (Wills); "An Educator's Perspective" (Litow); "Good News, Bad News for Job Training" (Barrios-Paoli); "Job Training 2000: Timely Idea, Incomplete Initiative" (Hemmings); "Job Training 2000: A Step in the Right Direction" (Lundine); "The Principles Are the Key" (Kolberg); "A Labor View on Jobs for Young People" (Roberts); and "Job Training 2000 Doesn't Go Far Enough" (Twomey). Brief author biographies and information on the National Youth Employment Coalition are appended. (YLB)

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Making Sense of Federal Job Training Policy:

Expert Recommendations to Create "A Comprehensive and Unified Federal Job Training System"

Kristen Bachler • Saphira Baker • Lilliam Barrios-Paoli • Frances Brenes • Erik Butler • Eva Cutino • John Dorrer • Glen Eagleson • Robert Guttman • David Harris • Andante Higgins • Madeleine Hemmings • Gary Kaplan • William Kolberg • Howard Kwan • Dorian Leigh Laird • Sar Levitan • Stan Litow • Kitty Lopez • Stan Lundine • Garth Mangum • James Masters • Marion Pines • Markley Roberts • Olen Simon • Dorothy Stoneman • Art Taylor • Frank Tastevin • Sherry Tennyson • John Twomey • Hector Velazquez • Gary Walker • Joan Wills • Mildred Wurf

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The Commission on Work, Family and Citizenship

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PREFACE

The Governance of Federal Employment and Training Efforts

If policy makers are sincere in wanting to build an effective education and training *system*—and not merely creating new and typically underfunded demonstration programs—they must face the clear reality that what is already in place is not working well. At the very least, resources are spread much too thinly over at least 125 different federal programs for employment and training assistance for out-of-school youth and adults. State and local administrators are burdened with overlap, duplication, and, often, conflicting mandates, definitions, eligibility and reporting requirements, etc. In a time of exceedingly scarce public resources—and when so many of our fellow citizens are in desperate need of help in preparing for employment—this state of affairs is exceedingly unwise, if not intolerable.

According to the U.S. General Accounting Office:

- In Fiscal Year 1991, there were at least 125 different federal programs in education and employment training with total appropriations of $16.4 billion, administered by 14 different federal departments and agencies.
- Only four of these programs were funded over $1 billion each (together constituting 43 percent of all funding) while 72 programs had funding of under $50 million each (6 percent of total funding).
- The Department of Education administered 49 programs and $8.1 billion, while the Department of Labor had 30 programs with $5.8 billion.
- Many of these employment and training programs provide similar services to the same target populations. For example, 40 different programs provide counseling and assessment to the economically disadvantaged, while 34 programs offer remedial and basic skills training to the same target population. Overall, the GAO identified 125 programs offering similar services to similar target groups*:

Targeted Groups	Counseling & Assessment	Remedial/Basic Skills Training	Classroom Occupational Training	On-the-Job Training	Job Search Training	Job Placement Training	Job Creation
Youth: Under 22 Years Old	37	36	27	17	17	23	6
Physical or Mental Disabilities	29	21	21	16	16	22	7
Educationally Disadvantaged	10	22	9	5	5	8	4
Unemployed or Dislocated Workers	20	12	18	13	14	15	18
Veterans	15	11	8	7	7	9	4
Ethnic/Racial Groups and Women	18	8	14	10	8	13	8
Migrant or Seasonal Farm Workers	8	9	5	3	4	6	3
Economically Disadvantaged	40	34	37	23	26	29	27

*Communication from Human Resources Division, General Accounting Office to Chairman, Committee on Labor and Human Resources, U.S. Senate, July 24, 1992. Veterans and education grant and loan programs include only associate and non-degree programs. Education loan programs include only cost of program administration, not total value of loans to students. Education programs (Pell Grants, Guaranteed Student Loans and Supplemental Educational Opportunity Grants) totalled over $4 billion in Fiscal Year 1991.

Against this background, the National Youth Employment Coalition has rendered a signal public service by illuminating the aspirations, needs, hopes and frustrations of two score individuals who deal with federal employment training programs on a daily basis. Program administrators, training staff, trainees, policy analysts, parents and public officials each speak in the following pages both to what is wrong in the current melange of federal employment training efforts and, more important, to what must be done to build a proper system.

Taken together, these candid essays, written from the heart *and* the head, can help open-minded policy makers craft a far more effective employment training strategy than the one now in place. As the nation prepares to welcome a new President and a new Congress to govern the nation's affairs in 1993 and beyond, this NYEC compendium provides invaluable introductory reading.

Subjectively, an important caution is in order here: No matter how fine an employment training system is ultimately constructed, it is highly unlikely that training alone can restore the economic prosperity that Americans desire. Hand in hand with a schooling system that both challenges and achieves, and effective training programs for out-of-school youth, displaced workers and the like, must come wise public policies to encourage larger national savings and investment, fair international trade, modern infrastructure, basic research and the development of new technologies and markets. Training alone will not create all the jobs that an upwardly mobile population seeks. Active policies of *job creation* to stimulate demand for well-trained workers must accompany efforts at streamlining and adequately funding the federal employment training system that has sprung up, like topsy, in the last 30 years.

Appreciation is due to Alan Zuckerman and the members of the National Youth Employment Coalition who conducted the four regional roundtables on which this report is based, and to our 12 co-publishers who share a common interest in helping to construct an effective employment training system for the Nineties and beyond.

Samuel Halperin

William T. Grant Foundation
Commission on Work, Family and Citizenship

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INTRODUCTION

"Making Sense of Federal Job Training Policy" will be a major challenge for President Bill Clinton's administration. The development of a comprehensive employment and training policy has eluded policymakers for decades. And, as most of the essays in this document conclude, the goal of establishing a system to assure a skilled labor force and jobs and self-sufficiency for all Americans continues to defy the federal government. The challenge of developing employment and training policy is still a major challenge to our country, especially to its political, business and community leadership. It will take far more experimentation, more experience, more research, more development and more money before we achieve that important goal.

The National Youth Employment Coalition collected these 24 essays which represent a broad range of perspectives and policy analysis. The authors are thoughtful community-based service providers, social policy researchers and advocates. Our goal is to stimulate thoughtful discussion, not to present a consensus position. The essays explore the implications of:

- Private Industry Councils
- One-stop shopping
- Vouchers
- Certification
- Funding levels
- Community-based services
- Coordination of many different programs

In April, 1992, President George Bush proposed "Job Training 2000" legislation to the Congress. Job Training 2000 is targeted to serve displaced workers, new workforce entrants and low-income, low-skilled adults. It includes three major elements:

1. Skill Centers would provide "one-stop shopping" for services as part of a performance-based, Private Industry Council-led system to provide workers and employers with accurate information about training programs and labor markets. The Skill Centers would either provide direct services or refer clients to assessment, testing, counseling, basic skills, literacy, skill training, and job placement at various community agencies.
2. Performance-based credentials for vocational training would empower PICs, in conjunction with a designated state agency, to certify that job training programs meet standards based on rates of licensure, job placement, job retention and reasonable costs.
3. Over $2 billion in Job Training Partnership Act and Carl Perkins Vocational Education and Applied Technology Act funds would be allocated by formula to provide voucher payments for vocational training. At least 20% of the voucher payment would be withheld from the service provider until the trainee had held a job for 90 days.

In Job Training 2000, vocational training is defined very broadly and includes more than $12 billion in federal employment and training initiatives:

Job Training Partnership Act (JTPA) Title II
Job Corps
Perkins Post-secondary Vocational Training
U.S. Employment Service
Veterans Employment Service
Title IV of the Higher Education Act
Job Opportunities and Basic Skills (JOBS) under the Family Support Act
Food Stamps Employment and Training

In August 1992, President Bush sent a second job training policy proposal to the Congress, "The New Century Work Force" which added:

1. A "Youth Skills Initiative" with four components:
   a. Youth Training Corps to offer residential and non-residential training for disadvantaged youth.
   b. "Treat and Train," tying together comprehensive drug treatment and the Youth Training Corps.
   c. National Youth Apprenticeship Program: School to Work Transition for High School Juniors and Seniors.
   d. Junior Reserve Officer Corps: Doubling the voluntary high school program which emphasizes self-discipline, citizenship and personal responsibility.
2. Worker Adjustment program amendments:
   a. Universal coverage to basic transition assistance and training.
   b. Skill grant vouchers for up to $3,000 for dislocated workers.
3. $10 billion in funding over five years for skill training and worker adjustment.

President-elect Bill Clinton made job training a cornerstone of his economic and social policy proposals. He has proposed increased investment in building the skills of the American workforce through a variety of approaches and tools which include:

1. A National Youth Opportunity Corps to give teenagers a chance to develop self-discipline and skills.
2. A National Apprenticeship Program to offer non-college-bound students valuable skills by pooling the talents of business, labor and education leaders.
3. Converting America's post cold-war economy by retraining military personnel for civilian careers.
4. Requiring businesses with more than 50 employees to spend at least 1.5% of their payroll for training all of their workers.

The papers included in "Making Sense of Federal Job Training Policy" were written prior to the release of the "New Century Work Force" proposal and before the proposals of President-elect Clinton could be scrutinized. The dynamic nature of policy in a presidential election year has made it impossible to keep up with such new developments.

The National Youth Employment Coalition and The William T. Grant Foundation Commission on Work, Family and Citizenship are publishing this analysis to elevate the forthcoming debate about policies and programs to prepare the American workforce. We are especially concerned about the young people who are most at risk due to poor education, limited skills and little or no work experience.

Twenty of these papers were presented at Roundtable discussions in New York, Boston, San Francisco and Washington, DC. At each Roundtable, experts from different organizations with diverse responsibilities offered comments on Job Training 2000. The essays included in "Making Sense of Federal Job Training Policy" represent the viewpoints of elected officials, economists, employers, planners, educators, service providers, job developers and young people who are enrolled in education and training programs.

We are indebted to each of the authors for their candid assessments and their willingness to put their opinions on the public record. The opinions are those of each author. They do not necessarily reflect

the positions of their sponsoring agencies, funders or the co-publishers of "Making Sense of Federal Job Training Policy."

In San Francisco, four young people read their Job Training 2000 policy essay. Their viewpoint should be addressed at meetings of policy makers who need to understand why young people think that one-stop shopping means long lines and how the location of skill center limits participation by some youth.

In Boston, those who attended felt that it was important that they organize a group to follow the development of the legislation and present the service provider point of view to policy makers. They have had one meeting since the roundtable and will continue to be involved.

Special thanks are due to those members of the National Youth Employment Coalition who assumed the added responsibility of organizing one of the local Roundtables: Our Chair, Rae Linefsky of Federation Employment and Guidance Service and Bret Halverson of the United Way of New York City who co-sponsored the New York Roundtable; Gary Kaplan of Jobs for Youth Boston, the Fleet Street Bank and the Boston Globe for co-sponsoring the Boston Roundtable; Kristen Bachler of the San Francisco Delinquency Prevention Commission and the San Francisco Youth Employment Coalition for co-sponsoring the San Francisco Roundtable.

Thanks are also due to Richard Johnson of the National Association of Counties for hosting the Department of Labor Briefing, Gordon Raley of the National Collaboration for Youth for co-sponsoring the initial briefing and Clifford Johnson of the Children's Defense Fund for hosting the Washington Roundtable.

Samuel Halperin, Study Director of the William T. Grant Foundation Commission on Work, Family and Citizenship, supported this project by encouraging its development, offering useful suggestions, supporting the costs of local Roundtables and editing and publishing this final document.

ALAN ZUCKERMAN, Executive Director
NATIONAL YOUTH EMPLOYMENT COALITION

CLIENT'S PERSPECTIVES
YOUNG PEOPLE'S RESPONSE TO JOB TRAINING 2000

Andante Higgins, Howard Kwan, Eva Cutino, Frances Brenes

San Francisco, CA

As young people who are in youth employment programs, we met to talk about some of the ideas in this report. We represent many other young people who are trying to make things better by working with groups like the Mayor's Youth Forum, Delinquency Prevention Commission and Youth Making Changes (Coleman Advocates). Our ages range from 15–19 and we are Latino, African-American, Asian and Caucasian. That's who we are, but this report doesn't really talk much about us at all. It says that it is designed to serve the needs of "new labor force entrants," but it never says young people and it seems like nobody who wrote this report or who made these recommendations really thought about us or what our lives are like at all.

Since we are the "new labor force entrants," that seems to defeat the whole purpose of this plan. We go to schools where it's easier to buy drugs inside than outside. We go to schools where its just as easy to graduate knowing nothing, as knowing something. We live in neighborhoods which many of us are afraid to leave because of violence and turf wars. We might get into colleges which have no classes for us. We look at this report and we see business as usual. We see more importance put on making the employers happy than on making sure that the student or employee has the skills to make his or her life work for them.

The first thing that really bothered us about this report was the "National Private Sector Council." If this report is supposed to make things better for the workers, why is the majority of the council made up of private sector employers? They are going to evaluate the success of this plan in a different way than a user of the system would. They're going to ask if the plan is making them more money or if it's worth their time, not if the workers they hire are happy or if they have learned anything that will make their lives better. Efficiency is not the only way to decide if something is worthwhile.

Then we got to the part about the Local Skills Centers. For a long time, programs have been working in each of the neighborhoods to hire local people. This system is important for a lot of reasons. One is that you get to know the person at your neighborhood center and trust them. Why should we trust someone who we've never seen before and who probably doesn't speak our language, to refer us to the right place for a job or training?

It's also important to recognize that many young people and adults from "high risk" populations cannot, or are afraid to, travel everywhere in the city. They're going to want to go to a program where they feel safe. Right now when we go to sign up for the Summer Jobs Program we go to a place that's in a very dangerous neighborhood; some kids are too afraid to go there. The building is ugly and falling apart and we already have to stand in line for up to three hours. And that's just a program for kids; if everybody went there it would be a lot worse.

We are also concerned about the part of the report that talks about accountability. We know that some agencies give bad services. We also know that some agencies which are supposed to be providing just job counseling, end up helping people work on drug problems, learning to speak English, or getting over being afraid to leave their neighborhood to work. That takes a long time. Would these agencies get paid for this work or not? Isn't all of that what it takes to make a good employee? Since some people have a lot of problems to start, they need a lot of help to get through. How would this plan help them?

The same question comes up when we talk about vouchers. How can an agency keep working if they don't get paid until a long two months after they're done? Nobody in the "private sector" waits that long to get paid for their services. Why do community programs have to wait? It seems like they're all being punished for the fact that some of them don't do a good job. That's not fair. It puts pressure on them to get people into jobs before that person is ready. Then the person won't really hold a job for a long time and all the money spent will be wasted. That's not efficient either.

The goal of any proposal like this should be to make things fair so that people can get jobs and get their lives together in a way that is good for them and good for the country. We think it's important to include the people who need the services in designing the services. Here are some more questions:

How many skill centers would there be?

Do clients get to evaluate them as well as the "councils?"

Does anyone evaluate the employer for the level of on-the-job training they provide?

Do employers have to provide any training?

Who makes sure that the Skills Center referrals are fair and not just who-do-you know?

There are many technical things in JT2000 that we really don't know anything about, like the evaluation of the skills center and somebody reporting to somebody else in some period of time. But a part of this report that bothers us talks about "rates of drop outs," "rates of placement," and "rates of earnings" as ways to measure the success of a program. It never asks for the reasons for those rates of "failure." It seems like the people who do the work in the community agencies and the people that they work with are just numbers.

If this is really supposed to focus attention on hard-to-serve populations then it's important to realize that it's harder to get some people into steady jobs than others. It takes a long time. Sometimes it takes a long time just to get the person to come in for testing or to talk to a counselor. How are those measured? It does say that the Secretary of Education "may" put in other "measures of effectiveness of the program in meeting the special needs of disadvantaged populations and in preparing students for employment," but it's not required. It also doesn't say how much more time will be allowed for training or how much more money will be allowed to serve these "special needs."

The same problem happens with vouchers. Why should you promote competition? Why can't you promote cooperation so that more different skills can be taught or so that an

agency can do educational training and somebody else does job training for the same client? That way everybody gets something.

As long as we look at "at-risk" as being different than normal, we'll never develop an efficient system. *Every young person is at-risk of something.* We need to develop a system that respects people and recognizes needs without punishing any individual or making it harder for them to get the services that they need. If you withhold money form a from community agencies, they will close. That doesn't help anybody. One stop shopping isn't always the best thing. A system helping young people in New York would be different from one in San Francisco where there are lots of different people with different needs. Programs in a small town would also be different. Most of the people who need these services live in small towns inside big cities. Until you use that idea to develop services, nothing is going to work.

We want jobs. We want training. We want to be part of building the future. This proposal doesn't build us in, it leaves us out. Again.

COUNSEL TO THE EMPLOYMENT & TRAINING COMMUNITY AND MY CHILD

Jim Masters

Director, Center for Community Futures
Berkeley, CA

Dear Employment and Training Professional,

I think you are wonderful people and you are trying hard. In many cases you actually succeed. But there is one area that I want to point out that I think needs improvement.

Your program focuses on "graduation day" and suggests that a miraculous transformation will occur. The graduation did produce a wonderful and much appreciated increase in my young person's self-esteem and pride at "staying the course." That was wonderful. But graduation does not produce a miracle in the relationship between my young person and the economy. The economy continues like the impersonal meat-grinder that it is, and my young person does not have a clue about how it operates. To the contrary, Pat and the other graduates now have a set of false hopes about their entry level salary and the permanence of the first job they are now seeking.

Some of your literature leads young people to believe that if they just finish your program, then there is some assurance of a better life. This is just not true. As they say—NOT. There are hundreds of things that influence the course of events, and your program is only one of them. The immediate payoff from your training may not be much. The unhappy trend in our economy is toward more and more relatively low-paying, low-benefit jobs. Most young people who do not have a college diploma—and even many who do—go through an erratic process of getting and losing many jobs over a period of years as they slowly accumulate experience and as they continue to learn, until they finally work their way into a higher paying job.

Now I realize you are not responsible for the structure of the economy, but I think you are responsible for giving all the youth in your program a realistic picture how it works. And I think you should also help them understand the other aspects of work, about why it is important for social reasons and for personal reasons as well as for the economic reasons. The Perkins Act begins to get at this problem by calling for educating each youth about the entire industry in which they are interested, and not just a specific j-o-b. But the concept that in real life everybody goes through a series of low-paying jobs seems to have evaporated.

When the explicit or the implicit promise of the program does not work out, this can be a major downer in a person's life. I managed the outcome evaluation of the New York City WIN program. The people with unsuccessful completions typically went into a two-year depression during which their efforts at continued self-help consisted of almost nothing. After "falling down" they "sat down" and it took them about two years to recover. I believe that if the information given and the counseling had been more comprehensive and realistic (brutal? hard-hearted?), they would have been better prepared to get through the "slings and arrows of outrageous fortune."

The preliminary data from the recent JTPA impact evaluation suggests that the program graduates have less income than the control group. I believe that one reason is because the control group did not expect much and moved faster to take a job (any job) after the last job did not work out, while the program graduates waited for specific types of higher paying jobs. I also think we will discover that the graduates expected smoother sailing and when things did not work out they were stunned into a longer period of inaction.

So please moderate your brochures and program language to help my young person get a realistic picture about what their successful completion of your program really means for them. Please include in your contacts with young people more information about the many reasons why work is important. Explore the radical notion that almost any job is better than no job at all; at least it produces income and experience. And please include information about the slow process of accumulating education and experience through several jobs on that long road to that really good job that everybody wants.

In the meantime, I've written a letter (copy attached) to my young person trying to communicate some of these ideas.

Sincerely,
Jim Masters, Parent

Dear Pat,

First, congratulations on your graduation from "the program." As you enter the world-of-work, I wanted to share a few ideas on this topic. I know you have just let out a groan—yes, it's old DAD in his official capacity.

I know you are eager to start—at the top—and to go on up from there. But almost all people with your education and experience will be starting in an entry-level job. You will have to work for several years to earn the amount of money you really want to earn.

Why do people work? One reason is to earn the money to buy things, like the compact discs and the high-tech equipment that you want to have to play them. And, eventually you will use your earnings to pay for a place to live, food, clothing and the rest of life's necessities. The social norm in our society is for each family to pay its own way as much as possible. But this is obvious, and I want to talk about other reasons people work.

In our society people are expected to be productive. One of the primary areas where people do that is the economic sphere—where goods and services are produced and consumed. The economic purpose of our work is to produce something that others will value. They let you know it has value by paying for the results of your work, for the goods and services that you produce. Part of what they will pay comes to you in the form of compensation. The rest goes for raw materials, rent on the business property, equipment, utilities and profit for the owners of the business.

Work is also one way that we fulfill ourselves personally. If a person is doing work they find interesting and fulfilling the work almost becomes like play, and the boundary

between work and the rest of your life disappears. Sometimes work *is* its own reward. You may not sell that piece of art work but the labor of love in producing it did not feel like real work.

Work is also one of the ways we organize our relationships to other people and to our society as a whole. It signals you are trying to help yourself and others. The positive reaction of others to your work is part of the way we develop a sense of self-worth. But don't go overboard on this point, because you don't want to evaluate yourself solely by the amount of money you earn or the type of work you will do, or even whether you are working or not. Our economy operates in increasingly random and chaotic ways, and it is likely you will find yourself out of work more than once.

It is no longer possible to finish school and then to use only what you have already learned forever and ever. All jobs change so rapidly that you must continue to learn new methods. This may be done at work, at home in your spare time or back in the classroom. This need for a commitment to "lifelong learning" has happened within the past 10 years, and it looks like a permanent change.

You may recall that Grandpa worked for the same company all his life, and retired with a nice pension. The reality of our economy today is that you will probably change careers at least three times and have about 15 jobs before you retire. Some of these will be voluntary moves, and others will take place suddenly because the business goes broke or cuts the number of employees—and there you are, unemployed. In between jobs you may be drawing money from the unemployment insurance fund, taking more courses or scrambling for a job to pay the bills—or all three.

It is normal to want to believe that what you have just learned will somehow act like a guarantee to make sure you will always have good job, but it just is not true. Yes it will help, but it does not insulate you or the places you work from the vagaries of the marketplace.

I know the marketing materials you received from the training program make it look like everything turns out wonderfully for their graduates, but that is not real life. The school does not control the economy. Your success in the training program does not offset your lack of education and experience. The reality is that as the business experiences a downturn in sales you are in the category of last-hired and first fired. Most of the jobs you will be offered are low-pay, and have few or no benefits. There are only two ways around this dilemma.

One is to continue your education and get a professional degree or license. The other is to tough it out—to put in five or even ten years of what amounts to entry-level work, moving from job to job and continuing your process of lifelong learning as you go along. Sometime in your late twenties you will land a good job. Until then, it is going to be hit or miss.

You may have to work at a few jobs that are not very interesting just to pay the bills. Tough. Remember how Aunt Agnes worked that night shift while she went to school in the daytime? But she did it. And future employers like a person who has persistence and who continues to develop themselves by continuing their education, even if it is one class at a time. Even if it is correspondence school. Employers like a commitment to lifelong learning.

Some people think that these first few jobs don't mean anything in the long run, but I think they are wrong. After a few years your prospective employer will look at your experience. They will check your references. Were you on time? Did you get along with co-workers? Do you work hard? The answers to these questions are about you—not the type of work you were doing. So your record does count in the long run.

Some of these training programs act like jobs are like loaves of bread, baked up as sitting there on a shelf as if by magic. A job exists because the employer needs somebody to provide goods and services to customers who are willing to pay for it. If the customers don't exist, whether you know how to do that job or not—is irrelevant. There have to be customers or there is no job.

One last idea. Most of these publicly-funded programs automatically assume that you will always be working for somebody else. In fact, more and more young people are creating their own source of income by doing something and selling it to other people. This may be a delivery service, a cleaning service, or an auto detailing service. But it is another way to earn some money while you wait for the dream job. And some of these self-employment activities turn into real money.

Eventually most of us get at least one or two terrific jobs that we really like and that pay enough for us to live a pretty good life. So keep the dream alive. Just don't expect the dream to come true overnight. Welcome to real life.

Love,
Your Father

COMMUNITY-BASED PERSPECTIVES
SYSTEMS ARE BUILT FROM THE GROUND UP

Erik Payne Butler

Executive Director, Bay State Skills Corporation
Boston, MA

My analysis of the President's Job Training 2000 proposal is presented in three categories:

1) parts of the proposal I favor;
2) parts of the proposal I question or oppose; and
3) policies and programs which are missing from the President's proposal and from the discussions and elaboration I have heard since.

What do I favor?

I favor the effort to make a complicated, generally ineffective system rational. We find ourselves with a cumbersome set of authorizing statutes, bureaucratic norms and requirements, mistrustful practices, internally conflicting expectations, and perverse incentives. This situation came about over the past two decades—one sensible-appearing decision at a time, fighting an uphill battle against the inclination to do nothing. The authors and advocates for each new piece of legislation taking themselves either too seriously as "once and for all" saviors, or viewing the field too cynically, as in "let's see if we can squeeze fraud 'n abuse out of this." Taken all together, we have a system that is not systematic, a crazy-quilt of self-limiting practices which fall well short of even our most modest aims for employment and training, vocational education, education reform or any of the names we give our business.

I favor building a new system from the "ground"—the local labor market area—*up*. I like the idea of creating local training and education networks in a labor market area, and driving policy and program coordination from that level. I like the notion that we can create a "simple and understandable menu of options and services. . ." And I would build them on the base of the Private Industry Councils, as the best of currently-available concepts for local labor market policy-making. I have serious reservations about the current capacity of these boards (more on that later) but favor the idea in principle. Only at the local (or regional) level can we design a system which is authentically responsive to the particular needs of local industry and of local participants.

I have another concern. Neither natural labor market boundaries nor many institutional boundaries correspond with the JTPA definition of service delivery areas. Mechanisms will have to be created for redefinition of geographical targeting and for working across jurisdictional boundaries. This approach is likely to tighten the industrial focus to individual companies, which is partially but not entirely helpful. In Massachusetts, for example, there is a growing emphasis on work with statewide "industry clusters"—groups of companies related by work in a common field who might approach training as a **group**, in partnership with statewide organizations.

I favor sensible standards, program certification and a "performance-driven" system. Indeed, who could not? But the system of job placement-driven performance criteria is not a sufficient base for designing such standards and certification. Much more attention has to be paid to the questions of what participants actually learn as a consequence of participation. I want us to know: What did they know and what could they do when they began a program? What do participants need to know and do to be ready for new employment? And how will we know what they have learned? I also want to know whether they got a job, at what rate of pay, how long they stayed employed, and where they moved in a second job. We need to know whether the program was helpful, and whether the training prepared them for the second job and the third. I want us to know all this because I want our programs to actually *be better*, not just meet short-term standards of performance for payment.

What do I question?

I question the specification of skill centers as the means of delivery of services to participants. This proposal seems not well thought-through, and misnamed to boot. I like the idea of a regionally coordinated system of recruitment, assessment, labor market information, counseling and guidance. I have always objected to having the same organization perform the initial assessment as does the training. Simply put, too many people wind up "needing" exactly the training the assessing organization happens to provide. It's a bit hard to tell whether the skills centers might also provide training. While my reading of the proposal seems to imply that they do not, I fear that local PICs (Regional Employment Boards in Massachusetts) might wind up simply funding and expanding existing skill centers because that's what they are called, rather than because it's what the legislation intends. I seek a system in which **inputs** (assessment and referral), **standards** (certification and designation of acceptable participant outcomes) and **outcomes** (quality of post-program experience) are used to assure quality, access and costs. Program services must be delivered by a network of carefully selected partners, working separately or together as negotiated with the PIC. I offer a different name for the misnamed skill centers: **Opportunity Centers.** We at Bay State Skills Corporation are working on an initiative to tie career development, human services and schools together in a network of middle school and high school-based centers, and I'm willing to loan or even give the name for more precise usage.

I question the proposed approach to vouchers as the means to finance all training. I should say first that I favor the idea in principle—I am very attracted to the notion of empowering potential participants with choices, and of leveraging quality

through some market mechanism. Having said that, I have two reasons for my reservations, and a suggestion. The system I prefer, a carefully managed local or regional system driven by assessment, standards and outcomes will be hard enough to do with a contracted system of approved vendors without the additional chaos I fear would be caused by simultaneous introduction of a voucher system. Given a choice, I would prefer that the first step be in the direction of tighter, more accountable management driven by local labor market considerations.

Secondly, I have never been able to puzzle my way through the capacity problem to design a voucher-driven system I find acceptable. Some of our very best programs are our smallest, designed and managed by small, often community-based organizations. Like small companies, they are often highly dependent upon a single product and very few customers. Without extraordinary measures to preserve such valuable programs, a voucher system will be inclined to drive them out of business in favor of larger, multiple-purpose organizations like community colleges, other publicly-supported institutions, and proprietary schools.

However, my fears could be unfounded. I suggest we set up serious voucher trials in several states, encompassing several adventurous PICs willing to experiment. As one interested for many years in Individual Training Accounts in job training and in vouchers in education, I would be eager to help design and carry out such a trial.

What is missing?

Three items stand out. First, I see very little attention to what I regard as the single largest problem with the current system: the incentives which promote short-term, therefore trivialized training which is bound to fall short of expectations. One needs only a careful reading of the recent JTPA study by Abt and MDRC to see the need for fundamental re-tooling of training approaches. We **need both explicit permission and positive incentives to combine funds from several sources in support of developmentally based, longer term, higher skill training for youth and adults alike.** This will cost more money, to be sure, and require a different way of thinking about how participants are supported while in training, and a much tighter tie-in with companies likely to need the skills for which we are training. The Job Training 2000 proposals only touch rhetorically on some of these factors, not at all on others.

Second, there is no mention of **current workforce retraining.** We at Bay State Skills Corporation see this as the leading problem in industry-responsive training, which is our core business. As technology changes, companies need to change their methods and means of operation, from manufacturing to management information, and their current workforce is at risk of falling by the wayside without serious training. While larger companies often provide their own training, smaller and medium-sized ones cannot or do not, and are at risk themselves of declining productivity and reduced ability to compete. Our experience, moreover, is that companies which retrain current workers also create new jobs into which we can place the graduates of our employment and training system. **We need a system of public-private partnership which will support upgrading the skills of current employees in sectors showing promise of growth.** Without this, companies are not going to be very interested in training proposals, and will serve on PICs only out of community-service interests, not business interests.

Finally, there is scant reference to the additional kinds of supports which will be required for people to participate successfully. Our school/community-based Centers for Entrepreneur Project currently under development in Massachusetts will be one approach to supporting young people over several years through middle school and high school. These projects will prepare young people for the "transition to adult responsibilities"—including work, further education, responsible parenthood and citizenship. Young people and adults require child care, transportation, income support during longer-term training. **We must attend to the social and development needs of participants in job training programs.**

In sum, Job Training 2000, as it stands, only marginally advances the cause of sensible reorganization of training and education. It is absolutely necessary to do some of the things proposed, but some of them promote conflicting objectives and, taken together, the proposals are insufficient. If it's a start on a dialogue, I'm for it. If it's all we're going to do, it's a fraud concealing our collective unwillingness to be really serious.

THE EMPLOYMENT THING

Gary Kaplan

Executive Director, Jobs For Youth
Boston, MA

This election is about jobs: ten million Americans who don't have one; a president who might lose one. The challenger has proposed a five-year, two hundred-fifty billion dollar public works program to rebuild America's infrastructure and create jobs. The incumbent has proposed Job Training 2000.

Job Training 2000 is a puzzling document. It appeared two years into a recession, at a time when unemployment was almost as high as the President's approval rating. With November looming, it was obvious that his re-election would depend on a quick economic recovery or the appearance thereof. Yet his proposal for a national employment training system to carry us into the 21st century was nothing more than a reprise of his most infamous vow: "Read my lips: no new dollars."

Job Training 2000 completely ignores the main deficiency of what it calls our "current maze of vocational education and job training programs." Instead, it proposes three administrative devices which tinker with some minor problems.

First, it would establish a network of skill centers to organize information, assessment and referral within the existing patchwork of federal programs. Second, it proposes a certification process giving the Private Industry Councils authority to regulate employment and training institutions. The third section climbs on the market bandwagon with a voucher system to give consumers choice among programs.

There are pros and cons, no doubt, to all three proposals, but they all miss the main glaring point. The big trouble with our employment training system is not lack of coordination, lack of certification, or lack of consumer choice. The main problem with our employment training system is lack of money.

Job Training 2000 cites $12 billion in "vocational training services" under eight different legislated programs. How many people does that $12 billion train? I challenge anyone to find the answer to that question. I back into an estimate by the following method.

The Job Training Partnership Act (JTPA) is our principal national employment program. In January, 1990, the General Accounting Office published a report on the prior year's reauthorization hearings. According to the GAO, the core of JTPA, Title II-A, trained about 1.1 million youth and adults in a program year at a cost of $1.9 billion.

Suppose we grant the grossly exaggerated assertion that all of the $12 billion cited in Job Training 2000 (JT2000) consists of bona fide job training programs, even though the document itself characterizes them as "vocational education *and* job training programs"—two very different kettles of fish. That adds up to a little more than six times the dollar amount of Title II-A (still about $1.9 billion). At the JTPA level of expenditure, JT 2000's inflated estimate of the federal investment in job training would be sufficient to reach six times 1.1 million, or 6.6 million people.

What about the rest of the 10 million unemployed? What about the 1 million "discouraged workers" who aren't counted in the "unemployed" number because they've given up looking? What about the 6.3 million involuntary part-time workers who can't find full-time employment? There are seventeen and one-half million people in the Bureau of Labor Statistics data base who need training and job placement. There are three to four million more unemployed who are not counted by the Bureau of Labor Statistics. In all, the productivity of over 20 million people is being wasted.

That's what's wrong with our employment training system—there isn't nearly enough of it. Even at an inflated estimate, it can barely reach a third of the people who need job training and placement. This is a productivity deficit which undermines the economy as destructively as the budget deficit.

I acquired a framework for estimating the magnitude of our job training deficit during a recent trip to Sweden. I visited the National Labour Market Administration and two Stockholm employment offices and talked with high officials and front-line staff. My study of the Swedish employment system was not systematic or comprehensive, but my conversations and observations yielded a few revealing points of reference for evaluating our own.

The Swedish government treats labor market policy as part of economic policy, not social policy. The national Employment Service states its purpose simply: "To get and keep people in the labor market by filling vacancies promptly" and, correspondingly, "to fill employers' labor requirements quickly and efficiently." To this two-sided coin it adds one more objective: to "supplement and condition labor demand so that work will be available in the right place, at the right time, to the right person."

The goals are equally simple: full employment and economic growth. What do they mean by full employment? We consider an unemployment rate of 4% full employment. They consider 4% a national emergency. The annual report for 1990-91 answers the question: ". . . work for all . . . is the foundation of Swedish labour market policy." To fulfill these simple, ambitious goals, the Employment Service has a network of 360 employment (not *un*employment) offices all over the country, including several in downtown Stockholm, and 120 employability institutes for intensive counselling and vocational training. These facilities trained and placed 337,000 people in 1990-91. Half the external hires in the Swedish workforce were referrals from the Employment Service.

Having defined an ambitious role and goal for a national employment system, the Swedes don't shrink from spending what it takes to do the job: about 19 billion kronor per year on training, counselling, job placement and temporary public employment. Nineteen billion kronor is over 3 billion dollars in a country of 8.5 million people. Three billion dollars for 8.5 million people is $353 per capita of population.

Even if we accept the $12 billion figure cited in JT 2000, divided into our population of 250 million, it's only $48 per capita. That's right: The Swedes spend seven times what

we do. In order to reach their level of $353 per capita, we would have to spend $88 billion.

But is the comparison legitimate? Should we be spending as much as Sweden? After all, Sweden is small, wealthy, neutral and homogeneous. It lacks virtually all of the social problems that complicate life in the US—high drop-out rates, illiteracy, poverty, homelessness. How can such a socialist utopia be compared to the sprawling chaos of the USA?

How, indeed. If it costs a country like Sweden $350 per capita to achieve an efficient labor market, how much more should we be spending? And it's not only Sweden. The U.S. spends less on job training (as a percentage of Gross Domestic Product) than any other country in the industrialized world except Portugal. I could have visited Greece or Spain and made the same discovery—we just don't spend enough.

In a *Wall Street Journal* essay published June 12, Herbert Stein suggested thinking in terms of a $50 billion urban program, just to get to a scale commensurate with the problem. Richard Nixon's economic advisor can hardly be accused of excessive liberalism. Even his $50 billion wouldn't bring us near the $88 billion Swedish benchmark, but it's beyond any of the trial balloons floated by Congress and the President, the U.S. Conference of Mayors ($35 billion) or the Senate Democrats ($22 billion). Bill Clinton's Rebuild America plan does call for $50 billion per year for five years, but it ranges beyond the cities and far beyond job training and still doesn't approach the Swedish level of investment.

The Swedish Employment Service budget is not a social welfare program. It is not a 1-year or a 5-year emergency plan. The Swedish government recognizes that labor supply is a permanent part of the equation of economic growth. The voters accept responsibility for that economic function and the costs attached to it. The 19 billion kronor is a regular item in the budget. The new Conservative Party government spends more on employment than the old Liberal Party government.

Until our President, our Congress and we, the voters, face the need to spend serious money on a serious problem, no reorganization or certification or vouchers will reduce our productivity deficit. Where will the money come from? To quote Herbert Stein again:

> "The question answers itself. To say it is worthwhile means that its benefits are more valuable than some existing use of an equal amount of money. The source for the new program is the uses of money that are less valuable. A series of reports by the Congressional Budget Office entitled, 'Reducing the Budget Deficit: Spending and Revenue Options' [contains] tens of billions of dollars of options for finding the money. The only question is whether the American people think the gains from a large urban program are worth what would have to be given up."

As if to illustrate Stein's point, Congress, after its spring blizzard of post-L.A. riots rhetoric, produced just $500 million of summer jobs money—60% of which went to suburban and rural areas. The cities got all of $200 million. The next day (June 23) the House approved $8.5 *billion* for military construction and two weeks later the Senate passed $1 billion in aid for Russia and eastern Europe. As Rep. Brian Donnelly of Boston said, "Democrats live in suburbs now."

Job Training 2000 isn't an employment plan. It isn't a plan at all. It contains no goals, no analysis of need, no survey of resources, no money. Not only doesn't it put any new money into job training, it actually takes money away from training by charging programs for the operations of its centralized referral centers. All JT 2000 really does is create a new layer of bureaucracy to make more paperwork for a system that isn't even one-seventh the size we need.

What would be the likely effect of Job Training 2000?

"Read my lips: No New Jobs."

EQUAL ACCESS, PAY AND OPPORTUNITIES FOR YOUNG WOMEN

Mildred Kiefer Wurf

Washington Representative, Girls Incorporated
Washington, D.C.

In writing about young women and Job Training 2000, I start with the Girls Incorporated policy statement. The first three sentences are:

> "Every girl growing up today must be employable to survive. Girls Incorporated is committed to achieving equal access to preparation for employment and to jobs; to equal pay for work of comparable value; and to equal opportunities for advancement. This equality should exist in law and in practice."

We recommend that explicit language be included in Job Training 2000 to offer equal access, pay and opportunities to young women. With that belief in equity clearly existing in the law, we will have a chance to work on getting equality to exist in practice.

Let me provide a few historical examples to help explain our sense of urgency and commitment on the subject of equal opportunities for young women.

First, let's look at the National Youth Employment Coalition, under whose vigorous auspices this document has been pulled together. Back in 1979, we met to decide on our basic principles. Language was proposed for Principle IV. **Youth employment services must be targeted toward those who most need help, especially when resources are scarce.** Several examples of those needing help were listed and the consequences that might ensue without special help were specified by "These youth often become dropouts, teen parents, or adjudicated teenagers." I suggested the inclusion of "young women" on the list of those needing help. It seemed an appropriate and logical suggestion. I was unprepared for the opposition from my colleagues in the overwhelmingly male group. After what seemed like an hour of intense discussion, agreement was finally reached with "Well, honey, are you satisfied?" We are pleased that the agenda has moved forward from that day, but the patronizing tone is hard to forget. Young women are securely noted in NYEC's principles as a group to whom youth employment services must be targeted. They must also be in Job Training 2000.

The next surprising example came when we reviewed the rough copy of NYEC's first effort at public education, a well-done film, which only lacked one thing: even one young woman who might represent the 20% or so of unemployed young females. There were two women in the 7 or 8 minute film. They were the objects of the attention of young unemployed men lounging against a car parked on an urban street. When I protested, the earnest, talented young male film maker was genuinely puzzled. "But," he said "I was told you wanted a film about youth unemployment."

We suggest that we may need new language in this field. That language needs to convey explicitly that employment is something both young women and young men need and unemployment something neither young men nor young women want. I hope we don't have to move to youth and "youthess" employment, but whatever the words, gender equality must be written into the law.

We need attention and improvement in practice as well as in law. The Job Corps, widely accepted as one of the most effective employment programs for hard-to-reach young people, had written into law in the mid-70s that the ratio of those served should be half female and half male. In 1977, the actual count was 30% female. In 1992, it is 39%. This suggests that in another 20 years, we'll be close to 50–50. And remember, women are more than 50% of the population.

YouthBuild was praised in a full-page story in the *New York Times* on June 6, 1992. Probably only those of us who are advocates for girls noticed that "In an assessment of the five schools, the Ford Foundation found that 80 percent of the students were male. . . ." There is currently a great push for increased public funding of this program which has caught the attention of many in the field. Apparently, only 1 of 5 "youth" served is female. On such real-life examples, we base our case that constant vigilance is needed to assure equal access for young women to publicly-funded "youth" employment programs.

Equity will not be served unless specific language is included in any new legislation. Detail is not needed in this short piece to demonstrate that single women heads of households are the most likely to raise children in poverty and to be poor themselves.

But more than this, the majority of women enrolled in publicly-funded job training programs are trained for traditional female, low-wage clerical and service jobs. Is it any wonder that 2 out 3 minimum wage earners are female?

We have additional concerns about Job Training 2000. Vocational education has been one of the last bailiwicks to feel the winds of change on this issue. Seventy per cent of female secondary vocational school students are enrolled in programs leading to traditional female jobs, which leads to the 1991 figure of 74 cents earned by every year-round full-time female worker contrasted with the proverbial dollar for every male.

In general, it is fair to say that the great change in the marketplace that we all talk about refers much more to the college-bound young woman than the non-college-bound. And surely, Job Training 2000 is aimed at the non-college-bound. So, we need training for well-paying non-traditional jobs, the sort now held by only 8% of the female work force.

Finally, in any long-term or residential training, provision must be made for child care if many of the young women in urgent need of job training and placement are to be served. We know that it is the young women who most often provide the home, most of the nurturing and most of the financial support.

Most importantly, we also must require equitable environments in training sites. While sexual harassment may not occur in every non-traditional workplace, we know that conscious, sophisticated efforts must be undertaken in order to ensure that opportunities are equally accessible to young women.

The history of Girls Incorporated (formerly Girls Clubs of America) as the voice that speaks for girls and our reputation as a vigorous advocate for girls is well-founded. We

in Girls Incorporated believe that every girl growing up today must be employable to survive and to be a responsible adult member of our society. We believe that equality of access, pay and opportunity should prevail in law and in practice. And Job Training 2000 will need considerable revision to address these issues.

THE ESSENTIAL ELEMENTS OF JOB TRAINING

Hector Velazquez

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Job Training 2000 brings to center stage the discussion on how vocational training programs can be coordinated in the most efficient and effective manner. We in the nonprofit community-based education and employment business have for years advocated the essential elements of the proposed legislation, namely, the bringing together of government programs to fully serve all the needs of our clients and their families, the easy access to services and the availability of the highest quality training possible.

Job Training 2000 is to translate the principles of coordination, efficiency and quality into legislation. The proposal runs into some definition problems, suffering funding program deficiencies and lack of enforcement. Yet, it is the best attempt by the federal government to provide leadership since the implementation of the Job Training Partnership Act.

Today's political rhetoric blames the programs, those who deliver them, and the families who receive the services for past failures in meeting this country's needs for skilled workers. Our government leaders tell us that training programs are not working and mass changes are in order, that service providers are low in quality and must be forced to compete, that parents and families are failing and must be held more responsible. This is on the heel of our leaders' opinion about the public school systems and how they failed to provide an adequate human resource pool.

The perceived failure of government sponsored training programs to produce the desired results in educational levels, work skills attainment and employment placement has everyone asking about the quality of service providers' programs, the responsibility of the family, and the lack of motivation of program participants. Now our government leaders introduce Job Training 2000 in an attempt to coordinate the program dollars, making them more efficient and improving the quality of training. This has led to the belief that more money and programs will not solve the human resource dilemma. What has failed is not human development sector, but the government's apparatus which delivers program dollars through a maze of agencies which over-regulates and underfunds the service delivery sector.

The problem is that government leaders cannot seem to make up their minds whom they want to serve with the minimum amount of funding they are willing to provide. Current dollars can only support programs for five or six percent of the population in need. Should this funding target those on the margin of unemployment who require minimal training to make them viable workers or should its focus be on saving as many of the structurally unemployed as possible? Our leaders talk as if they want to resolve the structurally unemployed problem, but act and provide funds sufficient only for programs serving those on the margin. With limited funding, an exact definition of the population being addressed must be arrived at.

It is our opinion that JT2000 will continue to lean funding towards the cream of the unemployed. It will continue to ignore the hardest to serve population simply because it promises no additional dollars. Although low income, low skilled adults and unprepared new entries into the labor force are its primary targeted population, the act proposal fails to realize the magnitude of America's workforce deficiency. The majority of the disadvantaged unemployed population requires extensive basic educational training and strong counseling before seeking vocational skills development and world of work preparation. The National Puerto Rican Forum's experience has been that the clients require immediate hand-holding, conflict resolution, family structuring, and years of basic education. This carries a high per unit cost that even efficient coordination will not be able to enhance the effectiveness, given the current human service budget. Job Training 2000 seems to ignore the severe complexity of the problem and essential needs of the clients. The skills center premises of the legislation is that the clients are in a position to knowingly and willingly make good choices. This is too simplistic for the real world.

If no additional dollars are forthcoming, then government leaders should make realistic choices as to where and how best to expend the appropriated funds. Either concentrate on the population on the margin which requires the least amount of effort and cost, but which creates the greatest and quickest impact, or focus on a smaller portion of the most in need and provide intensive and comprehensive support to make a real difference. In either case, this country will fall far short of realizing its human resource needs. Job Training 2000 does not distinguish which population it wants to serve. The level of funding has been the determining factor. Most service providers were forced by the limited funding to choose quick training for evaporating employment positions, especially with the numbers game required by government contracts. Training for highly technical jobs and developing a sound educational base for future jobs are out of the question.

The proposed legislation reveals no change in direction, only a reorganization of existing resources with the hopes of stretching the dollars. If the legislation understands and intends to serve the most in need population then the act is still an inefficient means of achieving its goal. The Forum proposes that the case management professionals within the service providers become the focal point of services, not the added expensive bureaucratic layers of government or PIC skills centers.

The glue that keeps clients on track are the case managers, the counseling services and the necessary support systems that allow the clients to consider employment as an economic alternative. The case managers are the "one-stop shopping" pivot. They can prevent clients from getting lost among referral agents, skills information centers and service providers.

The legislation simplifies the problem too much by emphasizing information dissemination, communication, promotion, and the one-stop information middleman with a menu of services offered at different skills and employment outlets. Skills centers managed by PICs to coordinate the local delivery

of programs would not bring services together but disperse clients in hundreds of different directions. This might be good for those at the margin between employment, not for the hard core.

Information access and program menu is not the problem of the structurally unemployed. The problem is the need for comprehensive services at one location with the strong support of a professional case manager. The true coordination of services is bringing the various government program supports to bear on the identified population under one roof to provide basic education, day care, family counseling and specific vocational training with employment services. The only shopping necessary by the clients is what specific vocational skill they would like to acquire. This can be determined by the case managers only after strong assessment.

Community-based organizations have been successful in many cases in structuring coordinated and collaborative efforts with numerous difficult bureaucratic government agencies in the delivery of comprehensive services. They have also forged collaborative relationships with other CBOs in referring assessed and educationally prepared clients to other service providers for vocational training. The intent of the legislation should be to assure that government agencies consolidate and coordinate employment training programs with education and social services. Coordination may require enforcement by the federal leadership.

At the Forum, the goal has been to address the total needs of an entire family. We use New York City Board of Education funds for homework assistance and counseling for the at-risk, in school children of the parents who are in our employment and education training program, and Department of Labor funds for the siblings who have dropped out of school and are seeking career opportunities or employment. The direct employment services and JOBS funding are targeted to the members of the family who have some skills or who need to work, hopefully the father or common-law spouse of women in our training programs. For the children under six, on site drop-in day care is available which we hope to develop into permanent Head Start programs. Mature workers training programs are also proposed for the senior members of the family. By targeting the family unit with the various government programs, CBOs are becoming the one-stop center with comprehensive services.

At Comprehensive Employment Opportunity Support Centers (CEOSC) clients are quickly assessed, assigned a case manager with a support system who commences structuring their lives. Such quality comprehensive programs are being offered by CBOs who have taken on the task of coordinating various government programs with private sector dollars to provide a highly intensive service to the most in-need population.

The success of the services are the professional case managers who stay with the family members throughout their training and into employment. They seek to resolve family problems, address health issues, refer substance abuse users for counseling and treatment, arrange permanent day care and determine vocational career interest.

The CBOs' challenge has been to convince funding sources to bring all the programs to bear on the same clients. At the same time, CBOs need to pay more attention to employment trends, individualized employer needs and changing technology. The current system is structured to give too much of the latter, the needs of the employer and too little of the former, the needs of the client. A greater balance is essential to assure a world-class workforce. The legislation continues to concentrate on the private sector or the demand side of the equation, and ignores the supply side—our program participants.

The National Puerto Rican Forum stands behind the vision of Job Training 2000. We do not oppose vouchers per se and seek strong guidelines and standards for CBO certification. We do not see the need for skills centers; they are just another unnecessary bureaucratic layer. We emphasize the role of the PICs as the conveyers and organizers of coordinated and collaborative efforts, but see a greater role for the professional community-based service providers. Our years in the field tell us that the vision is great but the reality is extremely complex. We march forward with the same optimism as concepts before this and with the same caution that history has bestowed upon us.

A CBO PERSPECTIVE

David Harris

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The perspective of a community based organization (CBO) is critical because nowhere else in the country are CBOs as vital to the delivery of employment and training services as in New York. My perspective is that of director of a CBO which sees hundreds of young people every working day. How will this proposal affect Jobs for Youth—New York?

I do not support the President's Job Training 2000 proposals and frankly do not choose to spend a lot of time discussing a blatant public relations effort during an election year when we have 10 million unemployed people. However, the President made a proposal and I want to talk about alternatives. The goal is to create a dynamic, flexible, well-trained workforce to compete successfully in a global marketplace. The lack of a national employment and training policy is a major problem for unemployed persons and those who serve them.

I agree with the observation that vocational education and job training services are fragmented, their administration is inefficient, and few individuals have access to information about programs of quality. Job Training 2000 doesn't address the concerns about efficiency. How will access be simplified? How will providers like Jobs for Youth be helped to improve our programs?

The next problem is limited business involvement in the job training system. The Job Training system affects the supply of workers. CBOs work to change the skills of entrants into the labor force and help them to become better prepared to enter the labor force. However, some employers will not hire urban youth even if we trained them to world class standards.

Business involvement: We need business persons and economists to plan to increase the demand for workers, especially young workers. Business cannot be politically mandated to address the issue of youth employment. The self-interest of employers gives them three options:

1. to take their business abroad as many have done,
2. to increase immigration of skilled workers, or
3. to be truly committed to educate and train all American people.

I am not really sure which direction business will take.

Vouchers: The proposal cites the problem of inadequate control which allows hundreds of unscrupulous proprietary institutions to take millions of dollars without providing effective training. Vouchers are offered as the answer to this problem. If the current system, including Pell Grants (which are vouchers) is inviting fraud, how will another voucher eliminate fraud? Creating a method of payment will not automatically result in the creation of highly effective schools. Jobs for Youth must work very hard to educate and train young people. CBOs and other service providers need to be developed if we are going to increase our capacity to train a world class workforce.

Over the last four years I have seen a positive effort for CBOs to work together to make limited resources stretch further. A voucher system must not cause all of us to become much more competitive as we scramble to get people to use their vouchers in our programs. Ideally, recruitment should be based on sound program quality and practices, but competition could lead to dog-eat-dog, cut-throat competition to enroll people and keep programs financially solvent.

One-stop shopping: I find some basic flaws in the Job Training 2000 plan. We need to create increased capacity for employment and training services in our communities by building on the network of community-based institutions to create these one-stop services. My biggest concern is what happens to those who don't go to the one-stop center because its in the wrong place or has the wrong services. If the PIC is given total responsibility, it disregards the ability and contribution of strong voluntary and community organizations.

Certification: I support performance-based accountability measures. However, we must assure that the certification system doesn't lead to creaming. There must also be safeguards to assure that certification requirements are not a code word for eliminating community-based organizations from the portfolio of service providers by establishing artificial standards which many CBOs will be unable to meet.

State Coordination: I don't think many states, including New York, are waiting for the federal government to provide incentives to coordinate programs. New York has been addressing the issue of a coordinated workforce delivery system for several years and has begun implementing its plan.

Summer Youth Employment: Jobs for Youth is a Summer Youth Employment Program (SYEP) contractor. This is our first year being funded by SYEP. We have run a privately-funded summer program over the last 17 years with $250,000 a year from corporations to provide summer jobs for youth. Last year, we had a waiting list of over 500 kids and this year decided to apply for SYEP and serve more youth. The Los Angeles riots and the election campaign resulted in an exponential increase in SYEP. We were approved for 300 summer jobs and enrolled 600 youth because we anticipated that the New York City Department of Employment would ask us to double our enrollment.

Yesterday, all contractors were invited to a meeting in two days to discuss doubling our enrollment in SYEP in two weeks. We can find the kids; there are 18,000 on the city waiting list and our program is over-enrolled. We can provide the education, but it's important to find good work sites. We now have to ask non-profit and community-based organizations to identify work sites for 300 additional young people. There must be a better system, with more time for planning, staffing, selecting and counseling summer youth. Kids need summer jobs and any reform of the Job Training system must improve this aspect of the system.

History: I was sitting at my desk, preparing for my January Board meeting, when I received a fax from the White House announcing—Job Training 2000. My first response

was, this sounds great. There was hope that there would be more money to train kids. It sounded very ambitious and very good. After careful reading, I am now concerned about some aspects of the proposal: the voucher system, the PIC requirements, incentives.

I was very anxious to hear the State of the Union address to learn what the President was going to say about Job Training 2000. When there was no mention of this major job training initiative, I began to wonder about its priority. I asked people in Washington to find out if Job Training 2000 is mentioned in the background papers or the budget which the President sent to Congress. When it wasn't mentioned I knew it was a low priority.

If the President really believed that Job Training was the answer, it would have a higher priority. If the President was serious, he would put all those block grants together in Job Training 2000 and we would have exponential growth of the system.

Then we would have to ask whether the system is prepared to double or triple in size. We would have to answer the following questions. Are we prepared to help millions of young people? How can we improve employment and training services? How do people learn more effectively? How do we keep students in our programs longer? How do we get them better jobs? Those are the real issues we need to be discussing.

YOUTH SERVICE PROVIDERS' RESPONSE TO JOB TRAINING 2000

Sherry Tennyson, Olen Simon, Glen Eagleson, Kristen Bachler, Frank Testavin, Dorian Leigh Laird, Kitty Lopez

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There is always something dangerously appealing about simple answers. They are appealing because they honor our frustration at our inability to impact on serious problems and they are dangerous because they are illusory, making us believe that we are addressing the problem without really doing so. Job Training 2000's simple proposals may be well-meaning but fail to address the needs of both service providers and clients.

I. Proposed: a network of skills centers as a part of a modified performance-based PIC system.

While centralization initially makes a lot of sense from a simple economic analysis, it makes much less sense when the human factor is added to the equation. In San Francisco, there are many facets of the service population who would be effectively barred from utilizing a system which required them to travel outside of their neighborhoods. Physical disabilities and language are often barriers for both adult and youth populations. For many young people, especially those in urban areas, turf boundaries are life boundaries. Under the current system, neighborhood-based agencies are able to establish relationships which result in the trust necessary to even begin preparing many of our clients for the work-force. When working with people who do not trust easily or quickly, the "supermarket" concept is a waste of time and money. Institutional environments are probably the least well-suited to providing the services needed by marginal people.

Young people are especially sensitive to judgements. They are among the least likely to respond well to a large, impersonal, non-culturally appropriate, non-age specific skills center where they would find themselves in competition with adults and facing the same kind of second-class status they are afforded throughout society. In practice, referrals from a non-neighborhood-based center, would probably send the young person back to their ethnically, linguistically and culturally familiar CBO anyway. If that happens, what will have been accomplished other than the breeding of another bureaucracy?

There are other methods of coordination and consolidation of resources which would provide increased access for the CBOs and the overseeing agencies. For example, a computer-based network listing placements and programs which allowed for electronic data collection and assessment might provide a more cost effective and energy efficient upgrade of the system. It is essential that those developing systems, to address the needs of these varied populations, tailor those systems to suit the needs of the clients.

II. A performance-based certification system for federal vocational training.

CBOs that provide quality services are as impatient as anyone else with agencies that provide poor services and continue to receive funds. But it is important to save the good aspects of decentralization (trust, personal commitment, community involvement, etc.) while remedying some of the problems (political patronage, lack of accountability, lack of skills to undertake long-term and strategic planning.) Many CBOs are often so busy trying to stay open, they lose their focus on the client and apply for any money that comes along. The CBOs must be required to provide good quality services which address their population's specific needs. They must do this for the sake of the client and for the survival of the agency. CBO's are more often judged and punished than pro-actively criticized and rewarded for improvement.

The accountability standards suggested in Job Training 2000 may be more stringent than current standards, but they acknowledge neither innovation nor effort. They continue to reward the most superficial and least accurate factor of program success: number of placements. If a program gets someone off of drugs and gets that person to apply for a job, it's a success. It's not the end of the road, but it is the first mile and those hard-won steps are only alluded to as permissive in the proposal. It costs more to provide services to multi-problem populations. Sometimes, it costs a lot more, takes a long time and these clients may never become part of a "world-class" workforce.

Assessment tools must be designed which again bring the human factor to bear on the equation. The proposal lists "reasonableness of costs" as one factor for certification. How does one evaluate "reasonableness"? For example, agencies which provide services to young African-American males with multiple problems find themselves confronted by enormous complexity. They often find that they cannot accomplish success in the average length of time and their costs are often out of the "reasonable" category. Accountability should be based on an analysis of the needs of the individual service population. If the goal is 90 days successful placement, perhaps the goal is wrong and must be reappraised. Goals, like statistics, sometimes come out of thin air.

III. A voucher payment system.

The voucher system is a punitive one based on lack of respect for the work of the CBOs and lack of recognition of the day-to-day struggle to survive faced by these small agencies. It does not foster competition as purported, but places the provider emphasis on easy placements rather than quality or appropriate ones. Nobody really gains. Again, the focus here is on easy clients, the ones that few of us ever see.

IV. Focus on the Private Sector Employers.

Job Training 2000 is clearly directed at satisfying the needs of employers. But employers must be educated about their expectations just as we must be educated about the job markets they control. Recently, a group of San Francisco employers, meeting to discuss funding of possible new youth employment programs, identified what they wanted in their workforce. It started with the words "college graduate," mentioned good English skills and stopped just short of saying "white male." These are people hiring today

in San Francisco who seemed to have no real picture of the workforce available to them.

What is the employer responsibility to the clients trained in these programs? What is their commitment to re-evaluating their standards to allow for workers who could successfully fill their jobs? Employer education is not addressed. Reading Job Training 2000, you'd think that the private sector had all the answers on their own. This must be a partnership.

The proposed councils at the federal and state levels must include providers and program participants. Employers must be given incentives or directives to increase the opportunities available to people of all ethnic backgrounds. This does not mean, as some imply, that they must have a "quota" system. Rather, they need to create an enriched job force which offers them the skills and knowledge of many cultures.

We hope that Job Training 2000 is not the bellwether of the future. It already has an all-too-familiar ring.

THE CRITICAL MISSING ELEMENT, A COMMUNITY-BASED PERSPECTIVE

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My past experience with federal job training systems is limited to negotiating contracts for service on behalf of local community-based organizations in several cities. My comments are the intuitive questions of a person whose perspective is that of a skeptic on large centralized government interventions, and a professional whose experience with these systems has been less than reassuring. I am writing in the trust that the people who asked me to comment are getting a range of perspectives and that mine is useful in that context.

Overall, the effort to jam the existing potpourri of job training programs into a structure that gives the illusion of being a coherent and well-managed system that will reach people in need and serve the economy, without disrupting anything in existence, stimulates a kind of sympathy with the problem. **The effort to provide easy access, assurances of quality, and choice for the individual, without actually changing or eliminating or funding anything, or dealing with any substantive issues of quality, is quite a feat.** I am not convinced Job Training 2000 will create a rational national system, but since I have not done the work of designing an alternative, I'll comment briefly on what has been offered in this bill.

REGARDING SKILLS CENTERS: Providing an easy entry point for individuals is a very important objective and could be achieved by setting up Skills Centers which offer the types of information and services described in the legislation. However, there are two factors which make me doubt that the Skills Centers as described in the Act will work:

1) The Skills Centers are not funded. The Act says they will take funds from existing job training programs according to some formula that reflects the numbers of people served from different programs. This implies that the Skills Centers would not primarily serve the individual job-seekers, but would serve the programs as recruitment arms. Imagining the funding formula gives me a headache.

2) The performance standards for the Skills Centers bear little relationship to the services provided. The Skills Centers are primarily providing information and referral. But the performance standards are significantly based on retention and earnings in unsubsidized employment and completion of training. This is, at least partly, a mismatch. The Skills Centers will have minimal control—beyond exercising good judgement in their referrals—over completion, or retention, or earnings.

If Skill Centers are to be established, let them be funded based on the service they provide to the people seeking training or jobs. If they are to be evaluated based on performance, devise evaluation measures which reflect the quality of service given to those people. The funding mechanisms in the bill would tend to serve the rest of the job training system and the employers, even though the Skills Centers are conceived and described as a mechanism to increase access by the individual.

REGARDING CERTIFICATION: The enormous increase in power given to the Private Industry Council makes me uneasy and raises questions that I would want answered before taking any steps in the support of Job Training 2000. Do we have any subjective or objective reason to believe that the system of PICs is working so well that their power should be extended and institutionalized more broadly?

REGARDING VOUCHERS: While it is theoretically appealing to give choice to the individual, it does not appear that this would actually work, since there would only be a limited number of vouchers issued and the system would be controlled by the PIC and the Skills Centers. It appears that access by individuals and competition could actually be restricted under this plan.

In fact, It is unclear how the whole system would work. It is left to the PIC to establish and operate, although there is an implication that the Skills Centers would issue the vouchers. Since we know that there are far more people in need of training than there are opportunities, the Skill Center would be in the position of selecting individuals and referring them, presumably handing selected individuals a voucher for a particular program. This removes the control over selection of students from the local program to the Skill Center in an unacceptable way. It also makes it harder for individuals actually to compete for openings in over-subscribed programs, because they would be one step removed from the program of their choice. If the Skill Center is only allowed to issue vouchers at the level of funding available to the program in the service delivery area, as specified in the bill, it would be impossible even to create a waiting list at the local level or to get an accurate picture of relative interest in different programs. The Skill Center would have a stake in successful referrals, and this could distort their giving of information about programs whose vouchers were already given out.

Furthermore, removing the selection of participants from the local training organization and giving it to the Skills Center undermines the local organization's ability to achieve its own objectives and relate to its community.

In addition, withholding 20% of the voucher until an individual had been retained on a job for 90 days makes the training organization unfairly responsible for the state of the economy as well as for the success of the individual trained. This would surely create the same effect that the current performance standards under JTPA causes: there would be extraordinary pressure to cream, to insure that the graduate succeeds and the voucher is fully paid.

In general, I don't think we have any indications that performance standards which relate payment for this type of outcome actually improve the quality of the program, but we certainly do know that it skews the selection process toward those people most likely to succeed without any assistance.

THE CRITICAL MISSING ELEMENT: Missing from the entire bill is any real consideration of what makes for a successful job train-

ing program. Given this, I am leery of trying to set up consistent, coordinated, systems of control. We at the grassroots have spent enormous energy trying to compensate for the failures of government systems which are not accountable to, or truly sensitive to, the real needs of the people they serve. Therefore efforts to consolidate control before the key elements of quality are understood and communicated strikes me as putting the cart before the horse, and might in fact cause us to go backwards.

COMMUNITY EMPOWERMENT AND CBOs: A THIRTY-YEAR-OLD-SYNONYM

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As a lawyer, I cannot resist the urge to offer a few stipulations in the ongoing debates about employment and training policy and legislation, including the Job Training 2000 legislation. I hope apologists for the status quo will concur with the following:

1. Over the past thirty years, the United States has lacked a policy framework within which macro and micro economic decisions are made comprehensively and systematically. (I think we can reach an easy consensus on that one.)
2. Money and political power have often driven policymakers' decisions, especially those that have reshaped the employment and training and related systems.
3. Good governance issues and those related to effectiveness and efficiency of service delivery have frequently taken a back seat to machinations over system control.
4. Issues regarding the structurally unemployed are ascending on the national list of priorities because of economic dysfunctions and fundamental shifts in international monetary, trade, and capital investment policies, including those involving human capital investment.
5. The debates over restructuring of our education systems have not dealt forthrightly with the attendant issues involving employment and training, social insurance, employee protection, income maintenance and welfare policies. (By the way, I believe many of these issues have to be dealt with outside of the education reform discussions.)
6. Community-based organizations (CBOs) must have standing in the discussions if we are to be successful in fully preparing and utilizing the future labor supply, including today's structurally and cyclically unemployed populations, especially those in our urban and rural areas.

Anticipating some ripples of discordance, let me discuss the role of CBOs in a comprehensive national strategy to prepare the labor force for the year 2000 and beyond.

Now is the time, in the context of the Job Training 2000 discussions, to cease and desist from our incessant preoccupation with matters related to system control. States and local units of government, including education governance structures, have vital roles to play in solving the unemployment crisis. CBOs have an essential role as well.

Polemical discussions to date regarding the role of CBOs under the JTPA have not addressed the fundamental issues of institutional stability and ongoing citizens' participation in the design and delivery of employment and training services. Whether we like it or not, it's fair to observe that the target populations do not perceive that JTPA has much relevance to them. It is essential to a realization of the national goals and objectives that unemployed and disadvantaged populations have a sense of ownership of the system. The ownership I speak of is shared acceptance of the goals and objectives of employment and training policies and programs, not monopolization. It is real coalescence around shared interests. It is community acceptance born of active involvement all along the continuum from planning to service delivery to program evaluation.

Elected officials have a mandate to fulfill part of that responsibility—that is, to speak on behalf of various constituencies. However, their political constituencies shift and quite often compete for their time and attention and certainly for the limited resources available for discharge of all public functions. Their ultimate goal being reelection, I imagine that it is the penultimate dream of most elected officials that during their tenure a broad consensus of diverse constituencies is reached on every issue.

Those elected officials whom we call statesmen could care less. They understand the gravity of their decisions and they reconcile them with their deep understanding of the rightness of their actions. They further appreciate the need to institutionalize processes for continuously infusing public discourse and decisionmaking with the voices of the "powerless": the impoverished, the unemployed, the sick, the elderly, children, and victims of discrimination. They know that CBOs perform that function.

It is indeed unfortunate, but many policymakers cannot conceive of institutions outside of the ones they control being effective in the delivery of services, particularly since:

(1) Those entities are frequently motivated by strong historical commitments to addressing the needs and interests of the constituents they serve, rather than profits;
(2) The priorities of CBOs do not ebb and flow with the timing of political campaigns and elections; and,
(3) One of the fundamental differences between government and the nonprofit sector is that the former exists in perpetuity.

Politicians come and go but the ship of state remains steady. Services provided by CBOs, on the other hand, are guaranteed only until the next grant funding cycle. Thus, CBOs often live on the edge of the harsh reality that their very existence is fundamentally dependent on the "kindness of strangers" and widespread grass-roots social activism.

In order to foster community empowerment and involvement, the federal government must take the lead in maintaining technical support mechanisms for national CBOs if our strategies for retooling the labor supply are to be taken seriously, or, more importantly, if they are to succeed. Then, governors and other elected officials will fully appreciate and build on the assets CBOs bring to reinvigorated efforts to educate and train our nation's future labor supply. Reluctance on behalf of PICs and others to use them as prime service providers will likely dissipate as CBOs' institutional capacity grows to meet the new demands.

The resources devoted to solving the problems facing the target populations have been inadequate. The level of funding has been determined by political exigencies rather

than by enlightened national self-interest. JTPA is insufficient when viewed in the context of the national interest in fully developing and utilizing our labor force.

Despite JTPA's limitations, CBOs have to be included in the decisionmaking loop if our efforts are to be credible, accepted and productive. As we move forward in discussions regarding comprehensive employment and training strategies, it is in the national self-interest to build on CBOs' strengths. Anything else makes the polemics moot.

JOB TRAINING 2000: A LOCAL CRITIQUE

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At first glance, President Bush's recently proposed Job Training 2000 initiative might seem to offer a way to energize job training efforts with increased business involvement and local control. On the assumption that "business knows best," Bush would hand over responsibility for development of the nation's future workforce to the local Private Industry Councils, while reining in current key players such as the Departments of Education and Health and Human Services. He would consolidate responsibility for the nation's employment and training initiatives under one local rooftop in an effort to rid the government of "waste, inefficiency, and lack of accountability."

However, when examined with an eye to its likely local effects, Bush's management clean-up plan looks like an endorsement of the sort of traditional employment and training efforts which, thus far, have done little to make our workforce more competitive or flexible. Bush has chosen the PICs as the primary"movers and shakers" behind implementing this legislation, and has proposed expanding their authority and scope correspondingly. Yet, it is unclear that PICs are the best vehicle for innovation, or whether all of them have the expertise and ability to spearhead an initiative of this scope. Further, while some PICs represent one major city and have a local scope, many other PICs span dozens of cities and towns and are hardly perceived as "grass-roots" institutions by the communities they represent. Finally, the move toward adapting a centralized service delivery system under the auspices of the PICs in local communities may do more to homogenize efforts than to enhance them, particularly given the tendency of many PICs to have oversight over only those programs which are funded under restrictive Job Training Partnership Act legislation.

If American business has proven itself short-sighted in planning for its long-term production needs, some of the local PICs have echoed this performance—funding a series of short-term projects unresponsive to changing labor demands. Although the PICs are currently mandated by the federal government to be the primary business/community vehicle setting local training and employment policy, their impact is not universally positive. This deadlock has many causes. Members of PICs can be unclear about the extent of their authority, to whom they are accountable, or what they can accomplish as a group; businesses may see no clear overriding goals or agenda within the PIC. PIC members are recruited to serve broad "Service Delivery Areas" to which they may have little knowledge or commitment; and PIC members may feel limited by federal mandates as to what they can or cannot achieve.

In Cambridge, for example, alternative business partnerships have been set up to fill the gap left behind by the local PIC. These local groups have had much more success in garnering the enthusiasm and support of local companies to invest in schools, sponsor innovative employment and training efforts, and find job placements for needy individuals. What makes these alternative partnerships more effective? In the case of the Citywide Youth Employment Office of Cambridge, which has formed its own business advisory group, participants have been selected based on their commitment to investing in the community and their stature as corporate leaders. They are empowered to make important decisions and implement policies which bring about change in local employment and training practices; they have access to local political leaders who respond to their opinions; they are oftentimes rewarded for their efforts with a visible improvement in the quality of the young people they employ and, thus, they can see the connections between their current investment and the development of a high-quality workforce over time; they are given lots of recognition and visibility for their work and see their community relations improve. Also, they have the flexibility to propose, implement, and support a variety of employment, training and career education initiatives—not just those sanctioned by the JTPA funding process.

This local success calls into question the notion that PICs—particularly in their current form—should be chosen as the forerunners of change in the 21st century. One way to correct this is to give communities two options: (1) those with truly effective PICs should be invited to participate in this new initiative; (2) for those communities where PIC leadership is dormant, local communities can be invited to build their own vital public/private partnerships which are inclusive, representative and enthusiastic about meeting community needs.

In another component of the legislation, it is suggested that the answer to reaching young, at-risk unemployed individuals is to establish centralized "skill centers"—one-stop shopping malls for all employment and training seekers. It is assumed that, by clarifying the search process, these newly-developed centers will assist potential workers in reaching the services they need. This move toward coordination is a positive impulse—it is always a good idea to make it easier for disenfranchised individuals to access services. Yet, it does not necessarily follow that the best services are those which are similar to one another. Job Training 2000 asks PICs to set common performance objectives, standards, and certification criteria which must be attained before programs within the skill centers are eligible for federal vouchers. This insistence on commonality of practice and purpose means that Bush's skill centers will have little flexibility to serve a diverse clientele. Reminiscent of today's unemployment offices, skill centers are more likely to repeat the pattern of providing a standardized set of job training and placement services for a constituency with diverse needs.

It is often more effective to bring together a spectrum of local service providers and create a common access point for clients, while maintaining the diversity of local program options. In Cambridge, for example, to provide young people with a more coordinated system, staff from six youth employment agencies and key school personnel advocated for a central location within the local high school where all programs could

be accessed. They believed that this model would make it easier for young people to get hooked into the appropriate services right away, rather than traveling throughout the city and filling out a variety of application forms. The resulting Youth Employment Center maintains the flexibility and diversity of community options while avoiding the effect of a large, depersonalized bureaucracy. Because each youth has different needs, participating agencies use a range of interventions to help teens prepare for the workplace, and serve students from a variety of economic and social conditions. Young people are provided with a "menu of options" and guided through the referral process by a point person at the center who not only knows the youths' needs, but, at any given time, is cognizant of the eligibility criteria and existing capacity of all local youth programs. Further, the center is not limited in its capacity to serve only those who fit JTPA guidelines, but a spectrum of the disadvantaged population—from students of welfare families, to public housing residents, to the "working poor," to middleclass youth with no job prospects.

This model could be broadened to serve out-of-school youth, adults and others. Yet, to be successful in providing real options for residents, one has to be inclusive of community programs that receive funds from private and other sources outside of the JTPA matrix. Even with the proposed voucher system within Job Training 2000 legislation and an alleged freedom of choice for job and training seekers, the "menu of options" appears to be limited to JTPA-funded initiatives. Given current federal funding cut-backs and rising unemployment, people who can access JTPA services form a decreasing sub-group of those Americans in need. Indeed, from an administration which favors supporting "points of light," it is ironic to find a proposal that tends to homogenize service delivery, frustrate innovative community-based programs and serve only a small fraction of disadvantaged job seekers.

Locally, JTPA-funded efforts for youth have traditionally been designed to meet short-term objectives (i.e., immediate job placement and retention of three months, cost-effectiveness) with few attempts at offering long-term assistance or comprehensive services. For example, in Cambridge JTPA's current criteria for serving young high school drop-outs requires that they obtain a General Equivalency Diploma (GED) within eight months and land a job soon afterwards. In practice, this has meant that no local programs are available for those low-skill drop-outs whose futures are most at risk. Indeed, JTPA criteria are so unrealistic that program coordinators find it difficult to fill existing slots, while waiting lists of more needy youth abound. In order to breathe life and diversity into local employment and training services, we need more resources with more flexibility to serve the constituencies who actually live and seek work in these communities.

The oversight of future employment and training efforts should not be restricted to federally-created PICs or limited in scope by JTPA criteria, but broadened to incorporate the experience of successful community-based programs. With regard to youth employment, this means including local community programs which have found unique ways of serving at-risk youth and progressive vocational education programs. have reached an exciting period in vocational education where there is a move away from enrolling students in trade programs that are immediately responsive to business needs. After decades of teaching trades which become quickly outmoded and graduating students who must scramble for relevant work, many vocational educators have begun to broaden their curricula. There is now a concerted effort to teach "all aspects of the industry," giving a student more flexibility, more academic knowledge and more options as she enters the work force. Graduates' success is not measured by whether the student still has a job three months after graduation, but whether she can adapt to the changing demands of her job as she moves up the career ladder. Further, there are existing local partnerships between businesses, educators, higher education institutions, and municipalities which have tapped the positive energy of local employers and implemented innovative strategies. We need to find out what has made them work and use this information to rescue those PICs which are not up to the coordination and leadership tasks that may be ahead.

President Bush's proposal for management consolidation under the auspices of PICs may fit neatly onto an organizational chart, but it is a limited solution which will not make our workforce more competitive. The dialogue about future employment and training needs should take place in a more inclusive context than meetings of the local PICs, with more local involvement and energy than is currently being tapped. We badly need input from people and institutions with new ideas. At a federal level, we cannot afford to continue to think about supporting employment and training initiatives under the same restrictive and short-sighted JTPA guidelines as before. Nor can we afford to relegate our belief in education for disadvantaged Americans to the realm of job-readiness. If we do, for all its future-sounding packaging, Job Training 2000 will more than likely constitute a step backward in time.

Job Training 2001: A Case Odyssey

John Dorrer

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Looking Ahead

Imagine, we are now beyond the Year 2000. The rhetoric of politicians and the ambitions of policy makers, forcefully articulated over the past ten years, are now subject to review. What have we accomplished over 20 years in reforming our education system and developing the skills of our workforce to meet the standards of a global economy? Have the long-standing warning signs and periodic social eruptions in our urban areas been responded to effectively? Have the income inadequacies of America's poor and the falling standard of living of the middle class become trends that are again moving in a positive direction?

How we rebuild our economy and how we fare under global competition will, in large part, determine our potential for solving these problems. In turn, our policies, resource commitments, delivery systems and practices for assisting a growing share of the population to become highly competitive and able to access emerging opportunities will be the deciding factor in influencing our economic prospects.

A 21st Century Reality?

For Lewis, a 22 year-old minority youth, the decade of the Nineties has not been rewarding. After dropping out of public school, he has only been able to find intermittent, part-time, low wage employment. The prospects of economic independence and a future with dignity are very remote. While for some young people, an emerging private education system is effective in equipping them with the skills and competencies they need to access and thrive in the emerging economic order, the majority of those who must rely on the public education system are caught in a web of failed experiments, partial reforms and woefully under-funded institutions. The failure rates remain high and second chance systems are called on to assume a more central role. What would such second chance systems look like? How would they operate at the beginning of the 21st century?

After prolonged unemployment and frustration, Lewis would turn to the Employment Resource and Skill Development Center in his neighborhood. This center is one of thousands of such facilities sponsored by the newly created U.S. Employment Resource and Skill Development Corporation, an employee/employer owned company financed through employer taxes and payroll deductions. Upon entering a modern building equipped with contemporary facilities and technologies, Lewis would be directed to a room filled with multimedia personal computers to view job opportunity profiles detailing nearly all the job openings available in his city and state. This self-directed system asks Lewis to enter his job needs, likes and dislikes. After a few seconds, the computer prompts Lewis to select from a listing of job titles and the computer moves Lewis through descriptions of specific openings. Along with job descriptions in text form, an accompanying video window contains an interactive video presentation from a company representative. Stopping intermittently to pose questions to Lewis, the company representative asks Lewis to enter his response via the voice input device. Lewis responds and after completing the interview module, he selects the feedback option from a menu which provides a detailed analysis of his responses. Lewis conducts over 20 such computer/video interviews only to receive consistent feedback that his lack of education and skills are serious obstacles to qualifying for more in-depth interviews for the jobs he selected. He now selects the options routine from the computer system menu. This routine will systematically analyze his job interview rejections data and offer alternative paths for Lewis to pursue. Lewis is advised to seek an appointment with one of the Center's personal development consultants to explore a course of action.

Having scheduled an appointment with the personal development consultant at the Center via the easy-to-use computer, Lewis hopes that his life might change. His first appointment with the personal development consultant begins with a discussion of Lewis's needs and a review of the computer file detailing his previous job interview results and feedback. The consultant explains to Lewis an array of personal development programs and services offered through the Center. He receives the Center's orientation/motivational video for viewing in his home, local library or the technology resource room supplied at the Center. The 45-minute presentation prompts Lewis to find out more. He calls his consultant who schedules Lewis for a day of orientation to the Center's services and programs. At the end of the orientation session, Lewis decides to register for the Personal Development Program. Within a few days, Lewis is invited to attend a personalized assessment session. Joining a group of peers, Lewis receives group and individualized services. He completes a self-assessment tailored to his educational level. Computer-based aptitude and interest tests follow. He finishes the day by taking part in a program delivered on interactive video disc designed to assess his communication skills, problem solving abilities and underlying competencies in a variety of job situations.

Before the day is over, a highly sophisticated computer program gets all of Lewis's results and gives interpretive feedback about his strengths, weaknesses and options. To put all of this in to context, he schedules another appointment with his personal development consultant.

Prior to the appointment, the consultant accesses Lewis's file through the Center's fully integrated computer system for an interpretative review. The session proves productive for Lewis as he gains more insight about himself, his strengths and options for remedying his limitations. Lewis and the consultant agree that participation in the career exploration program is a good and logical next step. While Lewis is pleased with the services he is receiving and the insight he is gaining, he desperately needs income. Lewis works with the consultant to choose a series of paid internship experiences from the computerized internship bank maintained by the center. These internships offer 20 hours of work per week with both public organiza-

tions and private companies. Wages are paid from a dedicated trust fund financed by a portion of the payroll tax that is collected. At the same time, Lewis continues to pursue his career exploration program by attending three hours per day for five weeks. Much of his time is spent consulting computerized data bases, multimedia systems and center resource staff in finding out more about the job and career opportunities that interest him. Sophisticated linkages of computer systems allow Lewis to routinely link his assessment results and job and career opportunity profiles to help him determine education, training and experience paths he needs to follow if he is to qualify for chosen jobs and careers. Lewis gains a strong sense of commitments, sacrifices and efforts he must make to reach his chosen goals. By weaving together his internship experiences with his career exploration program, he comes closer to making a real choice about his future. Lewis and the personal development consultant are now ready to formulate the plan. Information supplied by Lewis and the feedback from the internship experience help to frame the plan.

With the information Lewis has provided, the personal development consultant first conducts a computerized search to determine available resources and services for which he qualifies. The data base contains an extensive listing of educational, social and personal benefits that Lewis and family may be qualified for. The search is customized for Lewis's situation and includes how an appropriate combination of education, training, support and his income requirements could be financed. A comprehensive plan is now ready to be developed by the consultant and Lewis. The plan includes career goals, interim employment objectives and detailed skill and competency objectives that Lewis must obtain. A computerized matching program identifies services and resources that are available to him to be able to fulfill his objectives. For each service component, Lewis is able to retrieve on a multimedia personal computer the information describing the nature of the service, details about how services are provided, procedures for entry, ratings and evaluation data and a video walk through. He makes his selections and they are immediately posted to his computerized file. Slot and service availability are cross-checked against the latest postings to determine the feasibility of the plan. Lewis and the personal development consultant now have a plan and implementation begins. Lewis joins 15 other young people in a weekly support group facilitated by the Center to provide support and encouragement.

The first step for Lewis is to be referred for enrollment in the community education center where he receives an in-depth diagnostic evaluation to identify his learning needs, styles and preferences. At the same time, he continues to work at his internship. A personalized learning program is developed for Lewis focused on building the skills and competencies he needs. He receives guidance and assistance from learning center staff, meets with his group weekly and regularly checks with his consultant. He benefits from accelerated learning methods and quickly qualifies to receive a certificate of basic skills mastery. Lewis's internship employer is impressed with his progress and motivation and is informed about his educational progress. A meeting is arranged with Lewis, his consultant and the company employment specialist. His career plan is reviewed and the employment specialist proposes provisional employee status for Lewis as long as he is willing to continue his efforts towards the goals and objectives of the plan. The plan and his education and training schedules are adjusted to fit a stepped-up work schedule for his new position. The wages and limited benefits are now directly paid by his employer who also receives a partial tax credit for provisionally employing Lewis. The education and training vouchers for which Lewis had qualified remain in effect. He enrolls and attends classes three days per week in the afternoon and evenings at the local community college. He presents his vouchers to cover educational costs and qualifies for a minimal transportation subsidy. His progress is reviewed regularly with his personal development consultant and his employer.He strives to attain five certificates of mastery related to his chosen career goal to become a microcomputer diagnostic technician. With each certificate of mastery, Lewis and his employer negotiate a slight wage increase. His education and training plan also includes detailed job performance competency standards and on-the-job training requirements. His support group at the Employment Resource and Skill Development Center has shifted the focus to include training seminars, workshops and self-study programs dealing with such workplace skills as communications, problem-solving, personal relationships, motivational techniques and personal advancement.

Lewis makes solid progress and is awarded an associate's degree from the community college. He now wishes to change his provisional employee status to permanent status. The personal development consultant, Lewis and the company employment specialist meet to discuss the move. Unfortunately, the company is not able to offer Lewis the position he is seeking at this time. He returns to the Employment Resource and Skill Development Center to consult the job opportunity profiles. Lewis is able to quickly organize his accomplishments, experiences and preferences using the Center's computerized integrated data base to launch a job search. This time, his new credentials, experience and accomplishments qualify him for more opportunities. He passes the interactive video interviews and is invited to interview directly with five firms. Lewis uses the Center's computer and electronic mail system to forward an application, resume and transcript to each employer. He prepares for the interviews by using the Center's interactive video disc system to gain interview skills and get feedback about his simulated interview responses. Lewis is now ready.

What Are The Prospects and How Should We Proceed?

Of course not all those seeking access to a more rewarding working life will sail along as Lewis did and meet with that kind of success. Our economy will remain in transition and difficult times will continue for many seeking work and for any others seeking to retain good jobs. That is precisely why we need to have in place effective labor market intermediary institutions. Job Training 2000 puts forth powerful concepts and builds more responsive and relevant labor market intermediaries. Other legislative proposals offer exciting prospects and more proposals will follow. We have studied European systems and we ourselves have nearly sixty years of experience with an active commitment to assisting workers through public employment services and unemployment insurance benefits. Based upon what we know and what is possible, key elements of an effective labor market intermediary system should include:

- High-powered, integrated systems for job matching and placement; assessment, career counseling and planning; resource identification and access brokering; service coordination and informational support.
- Considerable investments in and availability of computer-based informational and instructional technologies
- An insistence for highly trained and qualified professionals to staff delivery systems.

- Greater emphasis on soliciting the opinions of workers and employers in designing and improving service delivery systems.
- Significant upgrading of the physical facilities used to deliver services.
- Genuine competition for selecting contractors and service providers.
- Creating an employee/employer owned corporation dedicated exclusively to operations of a national system

Today, 10 million Americans are out of work according to official statistics. There are millions more who are in the shadows of these official statistics. For black teenagers, an official unemployment rate of 20 percent understates an even more severe problem. Thousands of these young people have never held a job at all and have no prospects to get one. In the next few years, defense cuts will cause the displacement of millions of skilled workers and the continuation of corporate downsizing will dismiss millions more. Will these sheer numbers force a more serious public policy commitment to building first class labor market intermediary institutions? Will we go beyond mere rhetoric of valuing human resources and make real public and private investments in them? Can we undo the stranglehold of institutional turfism and jurisdictional disputes and instead focus on the needs of the client or customer? To meet the laudable goals set for the Year 2000, we must get beyond the barriers and obstructive institutional behaviors that have held back meaningful and serious reform. We must also be prepared to make more substantial and sustained investments in building an infrastructure for modern labor market intermediary organizations in support of a labor force which is competitive with the workforces of other developed nations.

POLICY ANALYSTS
CRITIQUING JOB TRAINING 2000

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The kindest commentary one could make concerning Job Training 2000 would be silence. The proposal appears to have been written in profound ignorance of the history of employment and training legislation going back to 1962 and vocational education legislation from 1917 to date and is no more knowledgeable as to the institutional structure of the employment and training field as it exists in 1992. It promises decentralized decision-making, not recognizing that as the central thrust of the Nixon/Ford Comprehensive Employment and Training Act, and private sector involvement, without crediting the Reagan administration's Job Training Partnership Act. It is kinder by implication to the Kennedy/Johnson Manpower Development and Training Act, not challenging its central premises.

It complains that "a myriad of programs administered by a number of federal agencies offer vocational education and job training at a cost of billions of dollars each year. Services are disjointed, administration is inefficient, and few individuals—especially young, low income, unskilled people—are able to obtain useful information on the quality of programs and job opportunities or skill requirements in the field for which training is provided. Ineffective quality controls have allowed many unscrupulous proprietary institutions and others to obtain Federal funds without providing effective training," not confessing who has been minding that store for 20 of the past 24 years.

It promises to "streamline the maze of federal job training programs currently dispersed across numerous federal agencies and create a "one-stop shopping center" to serve individuals and employers more effectively." Nowhere is it made clear that these are not multiple sources of vocational education and training, but multiple sources of funding which can be used in part for those functions. That "maze of federal job training programs" actually consists, for the most part, of federal matching grants to states to help support secondary and post-secondary vocational education in public schools. JTPA provides additional funding for enrolling economically disadvantaged and displaced workers and training them in those same public schools or in a few private, proprietary schools or community-based organizations (CBOs). The several funding streams, none of substantial magnitude, for the most part pour into the single bucket: post-secondary public vocational and technical education of which it is rare for any community to have more than one institution. Those institutions are not difficult to find. The proprietary schools recruit their students and pursue the funding for them. The few funded CBOs might be more difficult to find but generally have narrowly limited offerings. What is difficult to find is a funded slot, not an institution to take the money.

The training arena hardly comprises a "maze." Given that eligibility and need so far outstrip capacity, would that there was more of a maze of funding sources offering more opportunities. Reducing the number of entering streams would certainly reduce the total flow into a bucket that is almost dry as it is.

The "one-stop shopping center" is to be created by changing the name of the public employment service to "Skills Centers" or having some other entity under that name take over the historic employment service functions of serving as a "point of entry" into job training, and "providing skills assessment and testing, referral services, labor market information, job placement assistance and counseling concerning post-secondary vocational education programs." Doing so is supposed to "reform vocational education" without restoring the employment service budget cuts which have kept it from doing those very things in recent years. Assigning management of these skills centers to the over 600 Private Industry Councils, having those councils of local employers, labor organizations, agency heads and community-based organization (CBO) representatives accredit training institutions and coordinate all programs and institutions involved, and subjecting these PICS to performance standards (already imposed by JTPA) is supposedly a second thrust of reform. Finally, potential trainees are supposedly better judges of the skills in demand in the labor market and the relative quality of training programs than either the educators or the PICS and, therefore, enrollment decisions are to be made through individual vouchers.

The PIC accreditation assignment is supposed to "help clean up abusive trade schools that devour federal and state funds without providing any real training." The public vocational and training institutions are already supervised and certified by state and local school boards and their staffs. Some of them might justly be criticized for having obsolete equipment or for continuing training in occupations no longer in demand, but hardly for offering "no real training." The private proprietary trade schools are more often a problem, ranging from excellent to shoddy. But most states have some sort of oversight process and PICs are already charged with making judgements about the competence of the training institutions to which they contract for JTPA training services.

The PICs are already responsible for coordination between JTPA and all of the others but do not have responsibility for nor authority over the other programs. For the PICs to coordinate the other programs rather than simply coordinate with them would be a major departure and one likely to be pregnant with unforeseen consequences. The current State Job Training Coordinating Councils, which now perform a similar JTPA coordinating role at the state level as the PICS do locally, would change its name to State Human Resources Investment Council and perform a similarly broadened coordination role covering the additional programs at the state level. The goal is admirable but the prospective coordinatees may be expected to bridle.

As to training vouchers, currently the choices of institution and training occupa-

tion are made jointly between the prospective enrollee and assigned counselors. Why a unilateral enrollee choice is expected to be a more informed one is an interesting question. A further requirement that the PIC withhold at least 20 percent of the payment on the voucher until training completion and 90 days of training-related employment when the enrollee has chosen the training occupation ought to give some of the training institutions pause. On-the-job training would not carry the eighty percent limitation, despite recent Labor Department criticisms of that JTPA component. At any rate, the withholding proposal corresponds to the performance contracting practices already followed by many PICs.

Space limitations prevent addressing other components of Job Training 2000. Its substance is the shifting of administrative responsibilities among existing programs for which it provides no more resources. That JTPA is currently funded at a level sufficient to enroll only five percent of those who meet the eligibility requirements, while Head Start can enroll only about one-third of its target population, states overmatch federal vocational funds tenfold, and adult education receives only $240 million per year amidst constant Administration expressions of concern over the functional illiteracy of the U.S. work force gives an air of unreality to the whole proposal.

The bottom line is that not one new training station would be provided nor one additional trainee enrolled. No existing training institution would be better equipped or administered. All that restrains reference to "shifting the deck chairs on the Titanic" is that, despite the Administration's expressed disdain for the programs in its care, they are all working reasonably well. The first requirement is to step up the level of funding and enrollment. When the existing system is working at capacity, that will be the time for considering expansion in a "world class" direction, whatever that is.

JOB TRAINING 2000: NOT EVEN CHICKEN SOUP?

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Efficiency through one-stop shopping, accountability through certification, and choice through vouchers are public policy's version of chicken soup: Almost nobody hates them, lots of people like them, and through them, many people think they'll cure a lot of ailments. Also like chicken soup, they're down to earth and enduring, the kind of things your grandparents would like, the kind of things you just don't see much of nowadays. . . .

You see a lot of them in Job Training 2000. They are its hallmarks. But to me they come across as unsatisfying, discouraging, irrelevant and either naive or too clever. How can that be? How can such inherently good things leave a bad taste in the mouth? Would chicken soup ever do that?

Probably not, except under two conditions: first, if you gave it to me as my sole medicine for two broken legs; and second, if you forgot to put in the chicken. Under the first condition it wouldn't hurt me but, thank you anyway, I want a real doctor; under the second, I'd wonder what you were pulling on me, or if you're not, can't you taste that there's no chicken there?

Job Training 2000 meets both those conditions. It proposes making more efficient and less wasteful a group of programs which cover a very modest share of their eligible populations, and which in their present form have (according to a growing body of research, sponsored by both private and public sources) no lasting impact on the lives of those who have the worst prospects for successful and self-sufficient working lives: i.e., minority youth. That doesn't mean it's bad or harmful to try to make these various programs better coordinated and more efficient; it just means that doing so may not be very relevant to our most serious workforce and social problems. Efficiency is not a surrogate for substance.

So the chicken soup approach is disappointing, especially after the Los Angeles riots and especially given all the hoopla that inevitably accompanies a piece of legislation that goes by the name Job Training 2000 and appears to be specially concerned, at the rhetorical level at least, with "young, low-income, unskilled individuals." Disappointing is a mild reaction, really, given the recent impact study on JTPA which says that JTPA *worsens* the labor market prospects of young, low-income, unskilled individuals. Job Training 2000 will be overseen primarily by the PICs, the very bodies that oversee JTPA and its youth programs.

But the lack of substantive imagination and content to Job Training 2000 is its most innocent flaw. More serious is its apparent naivete about its potential to actually produce more efficiency, more accountability, and more choice. For it does not address the mission, services, and regulatory apparatus of the various programs—the sources of their overlap and inefficiency. It just glops them together under the local PIC and its new network of local Skill Centers. Nor does it acknowledge the significant new public expenses and significant new regulatory apparatus that will be required if the quality of each and every training service is to be regularly certified. The PIC experience under JTPA is an excellent example of the simple truth that not even dedicated businessmen can protect us from ineffective social programs, if they are not provided the resources and knowledge to do better.

So my bottom line on Job Training 2000 is that it will not alleviate the very problems it seeks to address; rather, it will indirectly exacerbate them, for it will drain energy and talent and resources to a substantively empty, administratively unsuccessful chase.

You oughta use chicken soup as the major cure to colds, flus and the like; you always oughta put chicken in it. Bigger ailments will require a more potent cure. Job Training 2000 won't help us move into the 21st Century better prepared to compete in a world economy at all.

BRING JOB TRAINING INTO THE MAINSTREAM

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In the days of my youth, there was a well-known book on politics which was subtitled "Who gets what?" In the real world in which we live, job training is a branch of politics and so we cannot just look at the Job Training 2000 proposal in terms of its programmatic content. I find it hard to argue with the basic programmatic design of Job Training 2000. Who could oppose a proposal which provides for a single point of entry dispensing information to all who need it; program funding depending on the informed choice of the client rather than a bureaucrat's plan; and vocational training that produces marketable skills?

It has never been a lack of laudable program goals that has frustrated the development of a first-class job training system. In fact, the design of the original Manpower Development Training Act provided for the Employment Service to assess the training needs of the unemployed and to refer them to appropriate training in vocational programs that would provide marketable skills. What more could one ask for? But as we all know, there are factors more potent than the abstract beauty of program design and it is those factors that have shaped the development of the job training system. We cannot ignore these factors if we are to design a system that will actually serve the nation's labor force needs rather than an abstract concept of perfection.

The history of job training has been the history of conflict between agencies seeking to control the program, a conflict usually phrased in terms of who can best serve the program's clientele or the nation's economic interests. The original Manpower Development and Training Act was well described as a treaty between the Employment Service and the Vocational Education system, a treaty that was circumvented by the aggressive intervention of the early Manpower Administration into program delivery and design. The perceived lack of responsiveness of both the Employment Service and the vocational education bureaucracies to the needs of the poor and minorities led to the establishment of the Community Action Agencies. That led to another power struggle between them and the Employment Service in which both lost and local governments emerged victorious as the "prime sponsors" under the Comprehensive Employment and Training Act (CETA). JTPA again was less a programmatic change than it was a change in control over the program with the business community and state government for the first time playing significant roles.

The power relationships between vocational education, employment service, community-based organizations, the business community, federal, state and local governments have been the key elements in the development of job training policy from its inception—and that is the element that Job Training 2000 does not deal with satisfactorily. Job Training 2000 does not deal with the old conflicts except to the extent that it appears to give all power to the PICs. But, more significantly, it does not deal with a more fundamental conflict that has been inherent in the job training issue from the beginning but has only rarely been explicitly addressed.

That fundamental issue is whether job training is a second chance system for those, mainly the poor and disadvantaged, who have not been well served by the mainstream educational system or an adjustment of the mainstream system to serve the changing job market needs of an internationally competitive economic system. That is the fundamental question and it underlies the true conflict that has never been resolved in the job training context—the conflict between the education system and the labor market system. To have a world-class job training system, it must be a mainstream system—not just a second chance system. To have such a system, it must be integrated with the education system and stop being either a competitor to that system or a janitor cleaning up its left-overs.

Job Training 2000 fails to address that issue and, therefore, it must be adjudged a failure. Any proposal that is intended to make a serious impact on the human resource problems that we face in today's labor market must address that issue seriously. Requiring one-stop shopping at the local level while doing nothing about resolving conflict at the federal level is not a serious proposal. The sign of a serious proposal is that the Departments of Labor and Education come forth with a joint proposal that integrates roles at the federal level—and then we can take seriously proposals to integrate structures at the state and local levels.

THE DEVIL IS IN THE DETAILS

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There's lots that can be criticized about the proposed Job Training 2000 legislative initiative, but in my view the one thing that is absolutely on the money is *the concept*. This is the first attempt to formally conceptualize the panoply of federal initiatives into a coherent system, and as such may well represent the next generation in the evolving governance structures of employability development programs.

The imperatives behind this are both rational and practical. No matter from which vantage point one advocates—education, job training, student support, labor exchange, work-based training; no matter from which perspective one views the labor market—trying to enter, trying to stay in, trying to get and keep qualified employees. Everyone agrees the "helping" systems are fragmented, often incomprehensible, and difficult to access.

That is why in the final report to the Secretary of Labor, *Working Capital: Coordinated Human Investment Directions for the 90s*, the JTPA Advisory Committee (which I chaired) proposed "a series of policy initiatives to lay the groundwork for a more rational human resource delivery system in the U.S." and stressed the need to build "partnership institutions for collaborative planning and policy development that would lead to the delivery of more integrated services for clients." The Advisory Committee clearly stated, "In this era of budget stringency, particularly, we should no longer accept a fragmented, uncoordinated approach to the delivery of human services. It is inefficient, wasteful and frustrates the consumers of these services: both those who seek training and their potential employers." This advice was offered in 1989.

From a practical perspective the dollars available to the individual components of a human investment system have declined precipitously. JTPA's appropriations have remained constant since enactment. In real terms, they have seriously eroded during the past decade. When compared with CETA appropriations, considered in '92 dollars, the decline is mind-boggling: on the order of $30 billion for CETA compared to the current $3 billion for JTPA. So—for practical reasons as well as rational policy reasons—it makes sense to look at all the resources that are supposed to be dedicated to developing and sustaining a "world-class" workforce and create an institutionalized framework for policy, planning and quality control for the whole enterprise.

So much for the concept. Now for the details.

In the aforementioned JTPA Advisory Committee report, when recommending an institutionalized planning and policy structure, such as the Private Industry Council and the State Job Training Coordinating Council, we cautioned that this recommendation might be viewed as a JTPA "takeover." It appears this was prophetic. But it is clear that a "PIC-like" structure, involving local officials, business, labor and major public players, needs to be in place. The current PICs may well be the nucleus, but it needs to be crystal clear that the role and function of the new entity is much broader. For that reason, I prefer the evolution of a WIC—a Workforce Investment Council, as described in the recent NAB publication, *Building a Workforce Investment System*. The WIC's antecedents are clear, but its baggage is lighter.

The roles and responsibilities of its counterpart at the state level, a Workforce Investment Board, needs to be much more carefully articulated. Governors and states are almost an afterthought in Job Training 2000—which is particularly strange after ten years of building up the Governor's role under JTPA, and in consideration of the clout, influence and responsibilities of governors, state agencies and state legislatures in the whole workforce development area.

Many states and local areas are working assiduously to make their diverse systems "user-friendly" by developing one-stop intake, assessment and case managed resource brokering to individuals and families. But they are doing it with much pain, and a degree of risk for audit exceptions. The variety of legislative initiatives that have been enacted have created the kinds of barriers to service integration that many prudent and conscientious people fear to buck. These barriers have been thoughtfully and carefully documented in "Bring Down the Barriers", a policy paper from the National Association of State Job Training Coordinating Council Chairs in cooperation with the National Governors Association. If the Administration really wants to jump start the collaborative process envisioned in Job Training 2000, they should take that report seriously and prepare legislative amendments to remove the inconsistencies that currently mitigate against collaboration.

We can argue about which programs and program resources must (or should) be included under the proposed umbrella. My own priority list would start with the resources of JTPA, JOBS, Job Corps, Wagner-Peyser, Perkins and Vocational Rehabilitation. Complete delivery systems that must interact at every level of government with the private sector must include at a minimum, education, employment and training, social services and the complex of income support and student support programs. In my view the current draft is too weak, if not silent, on the critical education system linkage, particularly at the secondary school level where drop out prevention, career planning and transition from school to work challenges remain largely unaddressed. To ignore the opportunity for cohesive public/private strategy planning at the front end is to increase the problems and the necessity for "second chance bandaids" later on.

On perhaps the most important issue, Job Training 2000 wimps out. If the PICs/WICs are to truly structure a quality workforce investment system, where is their clout? Funding streams flow *around* them, not *through* them in Job Training 2000. If all the players are at the table—let's put all the resources there too. Otherwise, we may be settling for a better planning process, without any control over a quality product.

One last issue—the "Skill Centers," a misnomer. What is described in Job Training 2000 is a common intake, assessment and referral center, a concept on which most

agree. But the designation process described to run the Skill Centers lays waste the community-based integrated outreach/intake/assessment systems put in place over the past 20 years and moves everyone back to a square one competitive position. The Employment Service, which is largely moribund in urban areas, is suddenly resurrected. Why? I would recommend that the federal government stay out of this area and let local areas configure their own one-stop intake systems. The Feds should focus on

- eliminating the existing legislative and administrative barriers to collaboration;
- assuring the flow of resources through the state and local policy and planning entities with authority to move the pieces of the system around; and
- recommending suitable appropriations to enable the PICs/WICs and the state counterparts to execute the awesome responsibilities Job Training 2000 lays on them. Without resources, this is not a serious initiative.

Given the bully pulpit of a new President, given the joint action and consensus of the key federal agencies, given appropriate legislative relief *and* resources for implementation, I have great faith in the creative ability of state and local, public and private leaders. They are well aware that group practice must replace solo practice, no matter how hard it is to buck tradition and turf. It can be done.

REFORMING TRAINING WITH GOOD INTENTIONS

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Preceded by a predictable bashing of Congress and staged amidst a photo opportunity, President Bush unveiled his Job Training 2000 proposal in April 1992. The proposal reflects the quadrennial "silly season" rather than a thoughtful attempt to reform employment and training programs. It was duly introduced in Congress, but little has been heard about it since.

The central idea of consolidating various employment-related programs is appealing but cannot be accomplished with rhetoric. President Bush proposed to include the following programs as part of establishing his consolidated and comprehensive job training system: Job Training Partnership Programs, Employment Service, Food Stamps Employment Programs, Job Opportunities and Basic Skills (JOBS) program, veterans vocational training, and student financial assistance. These programs are now authorized by several congressional committees and administered by five federal departments, more separate agencies within these departments, and by a multitude of state, local and private sector organizations. Yet the administration proposes no changes in the administrative authority for these programs, and provides only minuscule additional funds. That significant reforms will emerge is hardly to be taken seriously, but the Administration believes that some mysterious coordination process will effect change. (A wag has defined coordination as an unnatural act between unconsenting adults.)

Despite frequent repackaging, promises of coordinating employment and training programs have become increasingly stale during the past three decades. Coordination proposals largely represent a substitute for reform rather than a course of action. Even if Job Training 2000 were enacted—a most remote chance—the present plan will follow the well-worn path of previous coordination efforts. In the absence of administrative overhaul at the federal level, the funds for the programs will continue to flow from numerous existing faucets. Without a true consolidation of the programs, no single administrator has the authority or capability to compel various agencies to coordinate diverse operations. Incentives can achieve modest results, but these are entirely absent from the current proposal.

The fact that the Administration has chosen the private industry councils (PICs), established by the Job Training Partnership Act (JTPA), as a linchpin further demonstrates the proposal's lack of seriousness. Reliance on PICs indicates lack of familiarity or utter disregard with their operations and capabilities. PICs often do not dominate local JTPA operations. Council members are volunteers, and many PICs lack paid staff. There is no reason to believe that the members have expertise in such issues as training quality or competence to assess program performance. On-sight reviews of training programs rarely occur, nor do audits to determine whether reported paper performance reflects reality. That PICs could successfully undertake the much broader responsibilities envisioned in the Administration proposal is not based on their past performance.

Like coordination, the concept behind performance standards is laudable, but ignores the past record of such mandates. The establishment of objective, measurable and fair standards to judge program quality is not easily accomplished. Key outcomes such as a "quality job" and "educational achievement" require definition, taking into account the abilities of the program's clientele. Equally difficult is the task of adjusting standards for localities with radically different economic conditions, client characteristics, and service providers. Even many quantifiable factors elude precise measurement, and performance standards are no better than their statistical foundation. For example, local unemployment statistics are often little better than guesstimates. Moreover, the JTPA experience demonstrates that overreliance on performance standards produces undesirable side effects, which the Bush Administration implicitly acknowledged by its support of JTPA amendments. Performance standards must be accompanied by attention to the quality of instruction and consistent monitoring, two areas that the Administration has to date neglected.

Another basic component of the proposed Job Training 2000 legislation is the role that the employment (or job) service will play in the implementation of the program. Again disregarding past experience, the proposal comes up with a "new" idea of establishing "one-stop shopping" points that will provide "workers and employers with easy access to information about vocational training programs, labor markets, and other services." The Employment Service has been charged with these responsibilities since it was established nearly six decades ago.

The proposed reform would necessitate substantial initial investment but should be highly cost effective in the long-run. However, during the past dozen years the capabilities of the Employment Service have been sharply curtailed. President Reagan proposed turning the Service over to the states, but although Congress rejected this proposal, the U.S. Labor Department implemented this policy administratively by an 80 percent cut in its oversight staff to the 20 employees, where it remains currently. Expanding the functions of the Employment Service without greater funding to meet its added responsibilities disregards the hobbling of the employment service that has occurred during the past dozen years. Adjusted for inflation, job service appropriations have declined by 41 percent from a peak of $1.4 billion in 1979 to $822 million in 1992, including a cut of 11 percent during the Bush Administration. Job Training 2000 does not propose additional funding for the Service, providing another illustration why the proposal cannot be taken seriously as an effort to enhance the employment and training system for the deficiently educated and the unskilled.

The use of vouchers, another key element of the proposal, is an idea which the Bush Administration has applied to a variety of programs. But past experience suggests that vouchers hold little promise for improving training programs, and are more likely to diminish program quality. A voucher program necessitates informed consumers, but

this hardly applies to the low income, unskilled, and deficiently educated clientele that enrolls in employment and training programs. These individuals turn to government programs because of their lack of success in the job market, and they require considerable advice in selecting education and training options and gaining access to sustained employment. In this context, reliance on vouchers amounts to no more than a half-baked gimmick, as demonstrated by the one area where a type of voucher already exists: postsecondary grants and loans. Federal money has spawned a multitude of proprietary schools, long on promises and short on performance, which "serve"—and often bilk—primarily low income individuals. Governments possess far more leverage than prospective students in peering behind the advertising facade that training schools or programs erect. Moreover, when used for employment, vouchers could easily become a windfall benefit for employers who would have hired the individual even without the subsidy.

This brief review—limited by the space allotted to the author—strongly suggests that Job Training 2000 is tailored more to the employment needs of President Bush than those of the disadvantaged. Until 1992, efforts to reform the JTPA emanated from Congress rather than the White House. There is no chance that Congress will enact Job Training 2000 this year, but this will serve the presumably intended purpose of blaming Congress for blocking reform. One can only hope that the next administration, whoever may be at the helm, will develop some of the promising ideas of Job Training 2000. The present fragmentation of employment and training programs serves the clients poorly. Genuine consolidation cannot be achieved without merging programs under unified administration at the federal, state, and local levels, and true reform will require additional funding.

DO THE PRESCRIPTIONS PROVIDE THE CURE?

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As my number of grey hairs increase yearly, I hear a growing number of stories from friends about an elderly parent situation. Often there are problems because too many doctors have prescribed separate medicines to cure individually diagnosed illnesses; the result is the medicines work against each other making the patient sicker than they really are. This medical analogy seems to fit the Job Training 2000 proposal simply because the proposed prescriptions work against each other. The idea of permitting the states to test whether the diagnosis will cure the disease was a smart move, but the proposed prescriptions contained in the legislation warrant a second and third opinion and the states need better diagnostic tools to examine the patient.

Is a legislative proposal thrown into the hopper even the right starting point in the waning days of the Administration's first term? Doesn't it just assure more legislative gridlock and finger pointing when it is possible to put the wheels in motion to address a myriad of issues the proposal purports to address?

Such a strategy ducks the obvious question about what could be done, starting now, to eliminate the inefficiencies, complications and inadequate accountability in the current 60+ programs administered by seven separate federal agencies. It confuses the situation even further by suggesting that the patient swallow some snake oil remedies. The snake oil remedy rests on the promise that billions of dollars will be saved if PICs get into the act and become in part responsible for helping to resolve the substantial student loan default problems. Additionally, the weak and frankly questionable performance measures (do we really want to promote more licensuring of occupations?) in Job Training 2000 are so ill thought-out that PICs and states both would end up spending lots of time in court if enrollment were denied to private education institutions.

Both God and the Devil are in the details, according to Einstein and Machiavelli respectively. Job Training 2000 promises that sometime in the future the federal executive branch will turn its attention to the details of its own management practices. The future could be now. Surely no one in Congress would object if any administration stepped forth and proposed common definitions, common reporting systems participant and program data and a phased in plan for compatible performance standards in all of the 60+ programs referenced in the proposed legislation. No doubt states and program operators would be elated if the list were even less than the 60 but a bold show of leadership would leave no stone unturned! Do them all!

Even a precursor to the proposed Private Sector Advisory Board could be appointed to help the federal government sort through its own maze of programs and management practices. Such a Board could use the approaches of the Commission on Work-Based Learning to build consensus about what is the most appropriate framework for a unified national (not federal) job training system in the U.S.

Another do-it-now-strategy would be to emulate DOL's initiative of some years ago when it launched a consensus-building process called Apprenticeship 2000. The lessons learned from the research, analysis and demonstrations of that endeavor obviously help frame the much superior companion bill to Job Training 2000, the Youth Apprenticeship Act.

Testing the use of vouchers makes good sense. However, by proposing an all-or-nothing piece of legislation the Administration trapped itself into a ludicrous situation—one guaranteed to go nowhere. Here is a good place to test the mix of medicines. First, it is important to be clear about why a test makes sense. It is not because we need more choice and competition among providers. (It is hard to understand how these are profoundly serious problems since almost all of our second chance programs and our entire post-secondary education system already provides choice and competition.) Testing a voucher strategy makes sense to ascertain whether or not it is possible to tap a wide array of program dollars from several of those 60+ programs to determine if a voucher approach can improve cost effectiveness, accountability, and the quality of education and training services. Just as the lessons learned during the welfare demonstration phase prior to the passage of JOBS were of great value, so too would be these types of demonstrations.

One of the most fundamental flaws of the proposed legislation is its explicit assumption that a federally defined (in composition and geographic coverage) organization, the PICs, can coordinate what are in fact predominately state and locally-funded human resource development system. Unfortunately, time and again the lessons of the past teach us the federal government's pre-selection of a delivery agent—no matter for what service or function—fails to live up to the lofty promises that go with the designation. A deeper understanding is warranted about the problems states must struggle with in terms of creating sub-state planning and delivery of service areas to achieve a real human resource development infrastructure. The higher road would be for the federal government to provide some clear goals and functions of what it needs included in a sub-state planning and delivery system and then let the states mold a structure.

After all is said about national or state priorities, it is at the local level where students learn, where employers seek their workers, where organizations both public and private provide the education, training and support services. During my various tramping around the country I have been struck by the lack of an information-based "infrastructure" at the community level. What does not exist is:

For individuals seeking support to make occupational choices: No easily accessible information about career opportunities; occupational requirements and earning potential; training and educational resources, including the cost of different options nor the quality of programs.

For individuals seeking job placement: For many, no help in teaching job search skills or assessment of their skill levels and aptitudes for different types of jobs; no easily accessible information about career growth opportunities in particular firms; and entry requirements within industry groupings.

For employers seeking workers: No easily accessible documentation about acquired skills and knowledge of applicants; little support to assess and screen applicants based on firms own criteria; no easily accessible information about potential pool of applicants from various education and training providers; and no identifiable help for firms to organize their internal design of work, determine skill requirements for individual jobs, or develop job classification systems.

For the "community": No information organized and published about the numbers of people being trained and in what specialties; no ways to measure what individuals have learned regardless of where training was acquired; no way to compare cost of education or training between and among training providers; no way to measure where individuals are placed; and no way to determine whether the demand for workers, within industry sectors and across occupational groupings meshes with the supply pipeline.

This diagnosis reveals that what is lacking most is supply-side information in spite of the enormous investment in management information systems in education and employment and training institutions. Yet these systems are not designed to inform a total "community" of customers needing information so they can make informed choices. There is no structure that supports an information exchange service between and among states, within states and between and among local labor markets.

Some would argue this diagnosis mirrors the expectations of the proposed Skill Centers. However, Job Training 2000 starts at the wrong place—it builds the house without laying the foundation. Would it not be more fiscally prudent and honest to start with a commitment to build an information exchange system built upon the needs of clients and that also brings government services into the Information Age. In addition to the federal government showing the type of leadership that has already been suggested, it could provide both fiscal and technical support for systems design and software development but this would cost a lot less than a false promise of taking an "almost good idea"—the skill center—and mucking it up because it lacks the right tools to do the job right. Let us start with the needs of the clients and build a coherent system.

EDUCATORS
AN EDUCATOR'S PERSPECTIVE

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President Bush's Plan for a comprehensive federal job training system, Job Training 2000, attempts to address what the President characterizes as the current fragmented and ineffective American job training system. It hopes to replace what is characterized as the existing complex maze of programs with one that is responsive to the needs of individuals, business, local, regional and national economies. With little humility, the plan boldly seeks to "ensure an effective and efficient job training system to meet the work force needs of the Nation into the next century." All this is to be accomplished by instituting a voucher payment system for vocational training, by instituting a performance-based certification system, and by creating "one-stop shopping centers as points of entry into the job training system". The process includes greater involvement by business, more overall coordination and a central role for both Private Industry Councils and government.

A little more than a decade ago, with similar fanfare and even bolder language, President Reagan with the assistance of then Senator, now Vice President Dan Quayle, helped create the Job Training Partnership Act (JTPA). The JTPA was also designed to create a streamlined system to replace the Comprehensive Employment and Training Act (CETA) which had come into disfavor among conservatives for its failure to involve the private sector, its over reliance on public service jobs, its high training and education costs and consequently, high per placement costs. Through the establishment of Private Industry Councils, monitoring of placement, caps on administrative spending, introduction of performance-based payments and a focus on short term training rather than education or classroom training, JTPA would be an archetypical effort to rid the employment and training system of inefficiency, emphasize the private sector's role and end the coddling of the poor and unemployed. It emphasized direct placement into jobs and de-emphasized education.

In spite of its anti-education bias, JPTA has not been a total disaster. It had some successes, but it also had some astounding failures. The focus on performance as demonstrated by high placement rates led to "creaming" or provision of services to those who need it least. JTPA providers cannot risk accepting hard-to-place clients, those who will eventually require the greatest public expenditure if they do not become employable. Just as CETA had successes and failures and the manpower programs of the Great Society had failures and successes, JTPA was a mixed bag. It is not even clear the extent to which it fulfilled even a fraction of its intent; and now it is not clear the extent to which this latest effort will address past successes or address their weaknesses.

The effort to improve coordination among programs through the Private Industry Councils seems to make sense. PICs have more often than not provided essential guidance on private sector labor needs and it would be a mistake not to build on this existing mechanism. But it is important to focus on what they can and cannot do. Significant weaknesses of PICs have been the dearth of linkages with education and the degree to which they address the education and language needs, of their participants. The idea of one-stop shopping likewise makes some sense but easier referral to training programs will not make the programs better. A common point of entry is desirable but ultimately it is the quality of education and training which counts. These skill centers will only provide information and referral, not skill training. They cannot make up for gaps in the training network without funds.

Certification, if it improves quality, will be a real plus. But be wary because there is ample evidence of certification systems that do just the opposite, witness the experience of America's school systems. With regard to the idea of vouchers, there is much that is appealing about choice and the magic of a marketplace-driven system but, here again, we must be very cautious about those lacking in language skills. Remember, it is the market place that created proprietary trade schools and their abuses.

Taken as a whole, while Job Training 2000 contains some good ideas, they could all be neutralized in their implementation. What is most significant, however, is what is left out. Clearly, even were this program to be implemented in an exemplary fashion it would not come close to justifying the overblown rhetoric that heralds the initiative.

Perhaps it is obvious, but Job Training 2000 will not address the sluggish American economy and certainly will not provide the "good jobs at good wages" which are needed. Much of the pressure on the existing employment and training system is brought about by federal policies of the current administration which have stunted growth in the economy. To address this requires a proactive economic and industrial development program, including a major effort to address our aging and decaying infrastructure. The best ideas of local economic development agencies need to be part of national policy, i.e., access to capital and the role of Small Business Administration loans to generate jobs, worker ownership efforts as a way to stabilize manufacturing job loss, business incubators as a way to nurture new entrepreneurs and expand the economy, etc. A moribund federal role in this area over more than a decade has taken its toll. I am reminded of the phrase "the President must care desperately about the unemployed, that's why he created so many of them." Lack of action has resulted in a stagnant economy and more than anything, its the stagnant economy that has created an almost impossible task for local employment and training efforts. Fast food and other service sector jobs at minimum wage are simply not, and will not, be a substitute for losses in manufacturing employment.

Nothing in Job Training 2000 will address the need to graduate more highly skilled workers. We cannot fault Job Training 2000 for this but the failure to provide day care, Head

Start, pre-school, or quality compensatory education programs in the primary grades mitigates against a comprehensive labor and employment effort. Clearly, report after report has documented the need for these programs to avoid the basic literacy problems which inevitably exacerbate school failure and lead to increased high school dropout rates. The nation needs more than a rhetorical commitment to education. At a bare minimum expansion of Chapter I is absolutely essential.

Nothing in Job Training 2000 addresses the need for effective school-to-work transition programs or guarantees that such programs will be connected to more effective school improvement efforts. Second chance employment programs, however successful, cannot substitute for effective education and work linkages in the first instance. Everyone now knows that such efforts need to begin well before high school. The employment and training programs need to be integrated into our educational systems as opposed to being utilized solely as an alternative for those young people who become dropouts.

Now a comment on money. The Job Training 2000 fact sheet notes that approximately $18 billion is currently being spent by seven Federal agencies on vocational education and job training programs. The reader is supposed to believe that this is far too much money. But, is it? The truth is we do not really know what is the right sum of money to spend. If we spend federal money to get jobs for people who would get them anyway we have wasted our funds. If our federal dollars produce placements in minimum wage no growth jobs, once again we have wasted our efforts. If as a result of spending too little on education and training we fail to adequately prepare people for work and they fail to enter the labor force, the money we have spent is wasted and we have made a foolish investment. Sometimes it's the most expensive, not the least expensive, investments that yield the greatest long term benefit.

Let us examine the Job Corps for instance. Were Job Corps not as yet in existence it could not be created under Job Training 2000. It would cost too much and it would have too great a focus on education. Job Corps was often criticized by former President Reagan as a "Cadillac" job training program because as a residential program mixing education and training it costs more than most employment and training efforts. However, rigorous evaluations and cost-benefit analysis demonstrated that this intensive program was effective with the most at-risk populations, those youth who could become a financial and moral drain on society for decades. Evaluations also indicate that less expensive programs are inadequate and eventually become a waste of taxpayers dollars since band-aid job search and referral programs are ineffective with at-risk population. One would have hoped to see an expansion of Job Corps and Job Corps type programs, both residential and non-residential as part of federal employment and training system.

Further to the issue of cost, one can legitimately respond to the fact of the existing cost of providing job training by asking: "What is the cost of doing nothing? Or what is the cost of doing too little and doing it too late?"

The problem with Job Training 2000 is not merely that it fails to provide a truly comprehensive education and training program. It does fail in this regard, but even were it to fully respond to the employment problem by expanding programs like Job Corps, providing funds for school to work transition, stimulate apprenticeships, expand workplace literacy, and provide a continuum of services, we would still be faced with existing economic and social problems which if unattended will impact on the labor force. They require more comprehensive and interrelated solutions. Drastic changes in federal education, labor and economic development policy are all required. This is just one part of an agenda for America.

GOOD NEWS, BAD NEWS FOR JOB TRAINING

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Job Training 2000, like everything coming from the Bush administration is a good news, bad news story. I will point out some of the things that I think are good and some of the things that you should be warned about and watch carefully.

Service Integration: It is good to move towards integration as any of you know who have tried to work through the employment and training system and know about all the funding streams, the duplication and the fragmentation of programs and systems. We would welcome a system that is integrated and a system that is accessible so that a client knows where to go and how to get there.

Certification: It is commendable that we are striving towards quality and that we are looking at certification as a good housekeeping seal of approval. It's a good idea to be able to go to a program and be assured that you can receive good training. The fact that we are talking about creating an accountable system is really important and a crucial step.

Links with Education: However, Job Training 2000 reminds me of another plan for the year 2000—America 2000 (education reform) and there is very little connection between the two 2000s. They use the same words about choice, which is a very simple way of trying to resolve a very difficult issue. You take your money and go to a place you think you like and hopefully there will be quality education and training. But choice does not address questions like: "Are there enough quality training programs?" or "Does the voucher alone give the client a real choice of service?"

Job training makes the Private Industry Council a more powerful entity: supervising and being responsible for the certification system. The reliance on private sector control raises more questions. "What is the role of the public administrative entity?" "Should the private sector be responsible for training and developing the workforce or developing human resources in this country? Can the private sector be enlightened enough to pursue its own interests *and* the development of human potential?"

Private Sector Role: Having worked for a short period close to the private sector, there are a lot of very short term considerations in business. There is too little emphasis on long term and strategic planning. It is amazing when you talk to the businessperson, how little thought is given beyond the next board of directors meeting or the next quarter or the next profit and loss statement. A human development system is a long-term plan and a long-term investment.

State Role: I also question the role of the states, especially states with major cities. I understand that a state government like Nevada's, with no large urban centers, needs to play a very pivotal role. My concern is the relationship between New York State and New York City, Illinois and Chicago, Michigan and Detroit. What are the needs and responsibilities of the locality? Can the state really and truly keep all those balls in the air and meet the needs of rural counties and the needs of major cities?

Formula: Job Training 2000 isn't specific about the formula and that issue is crucial. What are the elements of the formula? How is the local government going to manage the resources and what is the role of the elected officials? The implementation of a proposed policy, Job Training 2000, is my biggest concern. How it gets played out at the local level is most crucial.

From a very personal point of view, I am now providing literacy education. Job Training 2000 doesn't speak enough about the inclusion of literacy and basic skills into the one-stop centers. Job Training must include literacy and services for people of limited English proficiency and literacy programs must also prepare people for employment. One of the things that I learned at the Department of Employment is that most skills training programs do not have a basic skills component. People were trained to perform a particular job, but they were not being trained to solve problems, to get a promotion, to acquire additional knowledge and to think about ways to help the employer to be more productive.

Job Training 2000 misses important issues. There is not enough money in the employment and training system to serve more than 5% of those in need of training and having a voucher is not going to address that issue. There are few connections with the educational system. There is no manpower development system that deals with the child from a very young age. You cannot take children in eleventh and twelfth grade and train them to participate in the labor system. We need to talk about curriculum at a very early age that deals with the job market and human development. It is more than an issue of workforce preparation. The real issue is preparation for life and that's not a part of Job Training 2000.

JOB TRAINING 2000: TIMELY IDEA, INCOMPLETE INITIATIVE

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Jobs and citizens prepared to do these jobs are the essentials of America's economic future. The Bush Administration's Job Training 2000 initiative reorganizes some federal programs which prepare people for jobs. Releasing this initiative during a presidential campaign gives the public a chance to understand how important workforce development is to them and to their children. I congratulate the Administration for its timely idea.

WHAT NEEDS TO BE DONE

It is indeed time for the U.S. to deal seriously with workforce development concerns. Without a skilled, educated, committed workforce our standard of living will continue to fall. Preparing a skilled workforce means developing a clear vision of tomorrow's economy. From that understanding, we must determine the type of workforce the U.S. will need, and assure that every citizen has the skills to compete in that labor market.

Every American needs to learn from the time he or she goes to school that a person is expected to work as an adult. Students must acquire the academic, theoretical, occupational and employability skills they need to successfully earn a living and continue to learn on the job and/or in institutions of further learning. As the economy changes, adults must update their skills to maintain employability over a lifetime. So the U.S. must have a system in which people can acquire needed skills. We must prepare all our citizens adequately and organize our education and training system so that people can become skilled and technical workers in such a way that further learning, higher degrees and advanced job opportunities are open to them. This is the goal of vocational education.

Given the federal budget deficit and the recessionary pressures on state and local budgets, the U.S. must use existing resources to build the occupational education system we need. For 15 years, vocational education leaders across the country have been working at accomplishing this. High school programs linked with associate degree programs for advanced skills and technician preparation are burgeoning under the Tech Prep banner. Academic and vocational teachers are integrating their programs to raise education levels in larger and larger segments of the population. Applied academics are helping students who might not have otherwise thought themselves capable of studying advanced science, math and technology to excel in these areas, while undertaking learning applicable to actual jobs. Unfortunately, much of the excitement and the opportunity it is creating seems to go unrecognized.

The goal of government workforce development policy should be to determine the type, number and location of needed jobs and the skills required to do those jobs. Then, we must design systems that will assure that those who wish to enter the labor market have the academic, occupational, theoretical and employability skills needed to succeed in those jobs and to continue to learn over a lifetime. Public education should start everyone down this road and move away from its former objective of "preparing people for life, not for work." If we are not willing and able to work, the other goals and pleasures of living will be unattainable. Occupational education programs should prepare students to work successfully, giving special help to those who need it. Public employment and training programs should reach out to the disadvantaged and dislocated. Above all, the graduate from any system should emerge fully qualified to do the job. Public programs should provide definitive qualifications for work, not merely add further distinguishing characteristics. Public program graduates must be able to work on equal and acceptable footing along side other qualified employees. That must be our goal if we are to use tax dollars wisely enough to give people genuine opportunity for the economic independence they so desire.

JOB TRAINING 2000

Job Training 2000 does use existing federal resources in the hope of providing a better mix of services at the local level for at-risk students, the economically disadvantaged and, in some ways, all who need training. Although the proposed package speaks of bringing some 60 federal programs together, it only legislates nine: The Adult Education Act (literacy), the Carl Perkins Act (post - secondary vocational education), JTPA (the public employment and training system for the disadvantaged or dislocated worker), Wagner-Peyser (the employment service), Title IV of the Social Security Act (JOBS), Food Stamps, Title IV of the Higher Education Act (student financial aid), the Veterans Vocational Training Act, and Vocational Rehabilitation. To date, there has been no generally circulated list of the 60 programs the Administration envisions as part of the program in its press releases. I will discuss only a few of its major provisions.

Job Training 2000 neither attempts to prevent people from needing a second chance nor makes any fundamental changes in existing systems that would open them up to the mainstream population with special services added for the disadvantaged. So whatever it does, Job Training 2000 will continue to allow federal programs to provide extra distinguishing features to their clientele making their employment somewhat more difficult rather than less.

Coordination: Job Training 2000 emphasizes the creation of a state Human Investment Council which will "review the provision of services, use of funds and resources, and advise the Governor on methods of coordinating provision of services, use of funds and resources" under the nine programs. The State Directors of Vocational Technical Education believe that reorganizing federal, state and local programs around the clientele to provide the full range of education, training and support services which enable the individual to be trained and to successfully hold

a job is *good*. The Human Investment Council can be a great help in solving our workforce development problems, *if* it can become a strategic planning body which examines the state's workforce development needs, makes plans to meet those needs and determines what resources are missing or which do not come together well due to legislative and regulatory difficulties. This can only happen if the Council has authority to do such planning and is composed of people who understand the state's economic and human resources needs including the people who administer the affected public programs.

American policy makers seem to be enchanted with the German Local Labor Market Board where education, labor and employers come together to work out what is needed. In Germany, such Boards are concerned with the whole workforce, not just a second chance system. German Boards also include the school system and the people on the Board truly represent the systems they speak for. If we are to use such a device in our country we must include all players *and* figure out how a new Board responsible for only federal funds can relate to bodies created by state constitutions such as state and local school boards, state boards of vocational education, boards of regents, etc. This is important because in education, state and local funds purchase the infrastructure and are much greater than the federal funds. In vocational education, the ratio of federal to state and local funds is 1:12. Unless we resolve this governance issue, the problems of coordination and manageability will overwhelm the good that is intended.

We need to develop a functional concept of coordination. Job Training 2000 uses the JTPA-created Private Industry Councils (PICs) to plan and supervise programs at the local level. To date PICs have no experience evaluating programs outside JTPA and Job Training 2000 provides no funds for training or staffing such an effort. New laws must encourage public agencies to work together to find the best mix of services for citizens in need. They must not require managers to hand over responsibility for their programs to someone without experience with that program while being expected to face the auditor themselves three years later. The Job Training 2000 concept of coordination needs further work. What it must be depends on whether we wish to think only of second chance systems or of the entire system of workforce development.

Barriers to Coordination: Job Training 2000 authorizes a new Federal Vocational Training Council to include the Secretaries of Labor, Education, Health and Human Services, Agriculture and the Veterans Administration. This Council would have authority to waive for three years, any provisions of the nine Acts which would prevent application of consistent practices and procedures relating to common definitions, performance standards, participant and program data, coordination and consolidation of local plans and reports. Waivers may not alter the purpose or goals, eligibility, allocation of funds, public safety, etc. The waiver option allows experimentation to eliminate barriers to coordination temporarily without a legislative battle until the ideas are proven. The Council consists of the people who were mandated to reduce the barriers to coordination under the 1990 vocational education reauthorization and have made no move in that direction.

Perhaps this provision better than any other shows the weakness of Job Training 2000. The proposal places heavy accountability and coordination responsibilities on local practitioners without first removing federal barriers to separation. Professionals have repeatedly asked for common definitions, planning cycles, reporting requirements, financial management, audit rules and more. Nothing in Job Training 2000 even suggests a systematic evaluation of the barriers to coordination will occur or that the Federal Vocational Council will propose a plan to eliminate the barriers. The burden is primarily on local practitioners to make federal programs work together.

Past attempts to reduce federal legislative and regulatory barriers to coordination have failed due in large part to irreconcilable differences in Congressional committee jurisdiction. An effective federal initiative to improve workforce development must face the legislative problems we have. If workforce development is fundamental to the American economic future, shouldn't the new Congress create a committee with appropriate jurisdiction, as has been done for Defense? And shouldn't the Cabinet Secretaries commit themselves to clearing away the debris of 30 years of federal good intentions?

Performance Standards & Evaluation: Under both the Perkins Act and JTPA, Congress mandated states to develop and apply performance standards to those two programs. JTPA started in 1982. State vocational education departments started on their own in 1984. As of September 1, 1992, federal law requires states to have vocational education performance standards in place. It is not clear whether more than one set of performance standards would apply to programs included in Job Training 2000 because programs would be subject to required performance standards but the PICs who evaluate programs receiving funds are subject to JTPA performance standards. In addition, the Private Industry Councils' authority to examine all programs together with "a designated state agency" to determine whether local programs are eligible to receive funds, creates another evaluation and set of performance standards. State agencies now working so hard with local practitioners to create suitable performance standards for vocational education are not necessarily chosen to assist the PICs. Another layer of bureaucracy is added to already burdened systems. Nine federal programs could find themselves subject to multiple evaluation systems and multiple types of federal audit liability. If so, we'll have an unmanageable system or a *proforma* evaluation. In any case, meeting these requirements will redirect resources away from meeting clients' needs.

It is wise to remember that any effort is only as successful as the quality of people who run it. If Job Training 2000 increases bureaucracy, paperwork and other roadblocks, dedicated managers will go on to other work. Responsible people cannot afford to involve themselves in administrative nightmares. As the best people depart, they will leave behind those who cannot find work elsewhere. If that happens, the country may never know whether Job Training 2000 could have been successful.

Secondary/Post Secondary Vocational Education Articulation: At a time when vocational education is working hard to bring secondary and post-secondary programs together so that students can obtain more advanced qualifications, Job Training 2000 splits the two administratively and makes it harder to carry out the articulation Congress thinks will greatly help to upgrade the workforce. This provision seems to be at cross purposes to the Perkins Vocational Education Act passed in 1989.

Student Loans/Pell Grants: Under Job Training 2000, a student could spend Pell Grant/student loan funds only on PIC-certified programs. To be certified, public programs would have to publish: the institution's financial stability; reasonableness of program costs; rates of student withdrawal; rates of student loan default; rates of licensure of graduates if applicable; job placement, retention and earnings of graduates. Such infor-

mation is already available from many post-secondary institutions. It cannot help but keep clients much better informed about the value of investing in particular programs.

The proposed law also allows the Secretary of Education to require additional standards to meet the needs of the disadvantaged, including a requirement to meet relevant industry skill standards. Under Job Training 2000, the PIC, the state agency and the Secretary of Education could modify the accountability requirements for levels of satisfactory performance. It would be highly unfortunate if such modification resulted in paper standards rather than real accountability.

Job Training 2000 requires PICs, which are designed to increase employer and public input to second chance employment and training systems, to approve college programs before Pell grants and student loans can be spent for them. Will higher education accept another accrediting body with so little experience with its efforts? Why is this necessary? I can't imagine that Yale students will apply to the New Haven PIC for approval to spend their student loan/Pell grant funds? Will the provision that 20% of tuition be withheld until the student has been working six months result in colleges offering shorter programs leading to quick job placement? Evaluation after evaluation decries the long term effectiveness of short term training.

Skills Centers: Job Training 2000 would require local PICs to insure the existence of one or more common points of information and entry for individuals into all nine programs. There is no question that a center where everyone could get more reliable information about government financial assistance would be helpful, especially if it is linked to an assessment system that helps people understand their interests and talents and the level of preparation they will need to accomplish their personal goals. Many vocational centers and community colleges do this now. Several states have successful skills center experiments underway and these show great promise.

But Job Training 2000 mandates no additional funds to achieve these ends, nor does it explain where we will get counselors who know enough about the labor market, education and training options, support services, and individual assessment. If the skills centers counselors cannot provide quality information which is reliable and valid, the skills centers will be a waste of public time and money.

One-stop shopping for government programs would also increase the demand for services. It is questionable whether occupational education has the capacity to meet the enormous American need. JTPA reaches 5% of its eligible population. Without sufficient openings to enroll students skills centers might only create a massive body of disappointed people.

CONCLUSION: Job Training 2000 asks what kind of workforce development system the U.S. needs. With more consultation and input from those who are working hard to make the nine programs work, the proposal could have been more advanced with broader support. Job Training 2000 is incomplete. It places heavy burdens on local deliverers for success, does not require needed leadership at the state level and does not specify long-needed federal initiatives to bring about coordination and success.

Forcing new thinking is a great good. Job Training 2000 forces us to ask again, how can we do a better job with the resources we have? How can we create a seamless web of services so that people in need of further education and skills upgrading can go into the labor market as fully qualified employees equal to their peers in a chosen occupation? What constraints need to be removed? What kind of reorganization at the local, state and federal levels will mean better services to students and employers and better incentives and working conditions for dedicated professionals and staff? The constructive dialogue needs to begin now.

GOVERNMENT, BUSINESS & LABOR
JOB TRAINING 2000: A STEP IN THE RIGHT DIRECTION

Stan Lundine

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Job Training 2000 is a federal proposal designed to streamline and improve the current array of vocational training programs. As Lieutenant Governor and Vice Chair of our Job Training Partnership Council, I appreciate the tremendous importance of workforce issues. We live in an era of intense global competition, economic change and reduced resources. In today's world, the only way our society can succeed is with people who are highly skilled and flexible, people who know how to think, solve problems and make decisions.

From the perspective of my state, one which has invested heavily in workforce development, the goals of Job Training 2000 are on the right track philosophically. Yet, this nation needs even more dramatic reforms in our vocational training system. The recently released World Competitiveness Report dropped the United States from second place to fifth, and indicated that our economy and long-term competitiveness are threatened by weaknesses in our educational system. The U.S. educational system was rated 21st among 22 industrial nations.

We urgently need better education and job training. Our workforce preparation system must better prepare both the young people who will enter the workplace in the coming years as well as those already working. Unfortunately, students and workers all too often face a confusing maze of programs. Conflicting laws and regulations make coordination difficult. Federal initiative and legislation are needed to reduce this confusion.

I believe Job Training 2000 is helpful to the extent that it addresses these problems. Yet, in its current form, Job Training 2000 falls short of providing the necessary vision and leadership.

Improving Coordination & Quality of Workforce Development Programs: Coordination among education and training agencies is key to improving the quality of programs. In 1990, the Job Training Partnership Council submitted a report to Governor Cuomo entitled, *Creating A Vision: The Workforce Preparation System of the Future.* This report helped form the basis for our state's basic policy that all workforce development programs should reflect the principles of access, continuum of services, and quality.

Two major recommendations emerged, which were subsequently endorsed by the Governor. The first called for the establishment of a Human Investment Subcabinet, involving all the state agencies responsible for workforce development programs and chaired by the Governor's staff.

The Subcabinet was charged with implementing GATEWAY (Gaining Access to the Emerging Workforce for Adults and Youth), the second major recommendation. Under GATEWAY, state and local government agencies and service providers work together to integrate their programs to focus on the individual client. Some changes being pursued include simplifying forms and paperwork, joint contracting, information sharing, and widespread marketing of programs.

GATEWAY is being tested in four counties—Suffolk, Monroe, Niagara, and Bronx—and will be expanded soon. We have made great progress thus far and expect GATEWAY will be the comprehensive, client-centered service delivery system of the future.

GATEWAY has brought about extraordinary state and local government collaboration. As other states are learning, a GATEWAY-type process is a long-term effort, reflecting a true partnership, difficult, time-consuming, always working toward compromise and consensus. This collaboration is bringing about structural changes and strengthening the partnerships in those communities. It reflects an earnest desire among agencies to improve services for clients and not because of any state or federal mandate. We are concerned that the specific proposals of Job Training 2000 will impede the progress we have made, by using mandates and fostering competition, a strategy that may not produce the desired results.

Improving Prospects for Youth: In New York, we have done some extremely important work to improve prospects for our young people, particularly "the forgotten half" who are not college-bound. Last year, Governor Cuomo asked the Job Training Partnership Council and the State Education Department to jointly lead a public-private task force to look at ways to improve the transition from school to work. The task force report, *Creating Career Pathways for New York Youth,* proposes dramatic reform of the State's education system. It recommends changes that will better prepare our young people for the workforce and the future, and thus build New York's enduring success.

The Task Force recommended that high school completers be certified as having mastered basic academic and job skills and participated in a structured work experience. A system to certify competence in professional or technical fields, linked to our education system, is also proposed, to provide youth with career pathways leading to good jobs. Employers would play a prominent role in the system proposed.

Similar efforts underway in Oregon, Massachusetts, California, Washington, Tennessee, and Maine, as well as an initiative by the Council of Great Lakes Governors, are described in the June 10, 1992, issue of "Education Week." "Job Training 2000" should build on the important work these states have undertaken.

One-stop Skills Centers: The President recommends one-stop skills centers to give workers and employers improved access to job training and other services. Fundamentally, Governor Cuomo and I support the one-stop concept. Creating a client-centered and accessible system is one of our major goals.

Governor Cuomo strongly supports skill opportunity centers for youth, as proposed in the *America's Choice: High skills or low*

wages! report. The Governor also supports consolidating programs into comprehensive, multi-service centers to provide youth with learning experiences that will prepare them for life. He insists on program creation from the bottom-up.

New York's GATEWAY system will feature access through multiple entry points, all linked to integrate intake, assessment, counseling, referral to training, provision of support services, job placement, and follow-up services. The technology is here; what we need is a federal partnership to assist the states making strides toward program integration.

In broad terms, our effort will seek to link up *all* our programs and services in ways that serve diverse populations in large geographic areas. Job Training 2000 does not address these issues. The President's program must provide access to funding to improve the technology available at the client service level and support program integration at the local level.

The New York State Department of Labor established Community Service Centers to provide all employment-related services in one location. Their experience and expertise were critical to our GATEWAY initiative. Under Job Training 2000, this statewide resource would be divided to serve strictly local labor market needs. It seems counterproductive to call for competition in setting up one-stop multi-service centers when many states already have well developed prototypes.

Role of the Nation's Job Service System: Job Training 2000 proposes shifting responsibility for the Job Service system from the states to local Private Industry Councils. We clearly need more dialogue on the role of our national job service/labor exchange system. It has historically provided employment-related services to unemployed workers, other job seekers and employers. We must reexamine its mission and assure adequate resources to carry out that mission.

Conversion of the national labor exchange system into a local labor market-dominated structure run by PICs is something we cannot endorse. Job Training 2000 would reduce governors' ability to create strong workforce development policies and enhance programs in their respective states. This may be a serious set-back for states that have worked to improve the labor exchange service as a major component of an integrated workforce development system.

Role of PICs: Local Private Industry Councils would be given vastly more responsibility and authority under Job Training 2000. The PICs would oversee the skills centers, certify job training and vocational agencies, and manage a voucher system to give clients choices and encourage competition among service provider agencies. In my view, it would be better for PICs and local governments to share these responsibilities. I strongly support active business involvement in coordinating and providing training for the local workforce. Business input improves the quality of programs. The PICs in New York State do an impressive job, and we commend the efforts of our 900 business and public sector volunteer members. The State Council supports strengthening the partnerships between local governments and PICs, and between state and local government. Yet, the business orientation of the PICs does not ensure a strong voice for others who are indispensable to policy and decision making—organized labor, educators, government leaders, community-based service providers, voluntary agencies, and so on. The current representation on the State Council, which is one-third business and two-thirds other private and public interests, is a good model for broad-based input.

Mandating decision making at the local level may impede the broader planning and policy-making required to address the needs of the workforce as a whole. Labor markets are broad and flexible—our training system must recognize this and approach workforce issues from that perspective.

Vouchers for Training: Job Training 2000 proposes allocating over $2 billion of JTPA and Carl Perkins Vocational Education Act resources among the PICs for vouchers for individuals to access services from certified vocational training providers or employers as on-the-job training providers. I have some concerns about the proposed voucher system.

It may be wishful thinking to believe that a voucher system for individuals to buy vocational training "products" in the marketplace of certified providers constitutes a real reform. We have to ask whether PICs can or should assume responsibility, liability, and control of $2 billion of public funds to distribute on a voucher basis. There is the potential for problems with vouchers for individuals. The scandalous abuse of national student financial aid programs by proprietary schools was a recent example. We have to make sure that public funds are not open to similar abuse and that individuals "most in need" are safeguarded from exploitation.

Of course, it is possible to control these problems through intense regulation, but I would rather have a successful system that offers integrated programs individuals and employers need.

The competition among service providers that the voucher system is designed to stimulate will not necessarily mean better quality. Furthermore, for the past decade the emphasis has been on cooperation, rather than competition, among agencies. We believe the states are finding ways to change a provider-driven system to one that is client-oriented. Job Training 2000 should be designed to enable such state initiatives to flourish.

Real reform and leadership are essential to address our nation's social and economic ills. The federal and state governments must continue to provide leadership in the training field. We must reaffirm our commitment. The 1990's will be critical years. Our society is changing rapidly, our economy is being transformed, and the needs of our people are changing, too.

In New York, we have worked to develop an integrated job training system that addresses those needs. Certainly the basic goals of "Job Training 2000" must be achieved. But we should not look for quick-fix solutions that might impede the progress we have begun to make.

These are vitally important issues—issues of leadership, funding and focus. Job Training 2000 is a step in the right direction, but we still have a long way to go. I look forward to working with the training organizations in New York State—and with the federal government—to meet the challenges of today and to set the agenda for tomorrow.

THE PRINCIPLES ARE THE KEY

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The principles that shape the Administration's Job Training 2000 proposal articulate not only an important new role for the federal government in workforce development, but also reflect lessons learned from past experience which need to shape systems of the future. Job Training 2000 is based on four key principles. First, the proposal is designed to simplify and coordinate services for individuals seeking training and information. Second, it would decentralize decision-making and create a flexible service delivery structure for public programs that reflects local labor market conditions. Third, it would set high standards of accountability for federally-funded programs. Fourth, it would encourage more effective private sector involvement in the programs. The principles of Job Training 2000 are shared broadly enough to endure the policy discussion about employment and training in any new Administration or Congress, and they are likely to appear again in some form, no matter what the election outcomes.

Congress will not consider the specific Job Training 2000 legislation before adjournment in 1992. However, by proposing the legislation, the Administration accomplished what it intended to do for the moment—initiate a specific proposal to generate broad and vigorous debate about where the nation's training policies should go from here. The proposal recognizes that the status quo is no longer an option, if we are to address effectively the complex problems faced by unemployed and unskilled individuals in an increasingly competitive economy. The configuration of current federal assistance is inadequate to solve those problems.

Federal policy has produced a collection of separate programs, accumulated over time to deal with specific needs that are part of a larger workforce development problem, without thinking through carefully how each program relates to the other. It is precisely this varied and categorical approach to workforce development that has resulted in splintered service delivery and confusion among both employers and the people who need training.

Missing in current policy is a community-based system where comprehensive human resource development strategies are part of a system capable of delivering a continuum of services that can span the need for skill development from early childhood through life long learning. We may never overcome arbitrary structures of federal jurisdiction over various programs. But, we have a responsibility to carefully administer existing programs so that they do not create arbitrary barriers to effective service delivery at the state and local levels. The way we organize and manage workforce preparation programs, over 60 of them by the Administration's count, must change or at least be collected into a coordinated delivery strategy locally.

The federal government has a role to play in identifying solutions, but ultimately answers must be found at the state and local levels where decisions concerning the hiring and training of the workforce are made. The groups responsible for shaping the skills of workers in every community are: the schools; employers; and employment, training, and work-related education programs that are funded largely by the federal government. On a daily basis, throughout the nation, these institutions are making an enormous investment in the development of our present and future work force. Why are the results so disappointing? Part of the answer is that, while these organizations and agencies are all dealing with a single workforce in a given community, they operate largely in isolation from one another. As a nation, we are investing in the skills of our workforce, but we lack a workforce investment *system*.

Creating a broad and coordinated system is demanded by a clear understanding of a new, competitive world economy based on efficiency, knowledge, and skill. It was recommended explicitly in the landmark 1990 report of the Commission on the Skills of the American Workforce entitled, *America's Choice: High Skills or Low Wages*. It is also consistent with the objectives of proposed federal legislation entitled the "High Skills, Competitive Workforce Act of 1992" (S. 1790), drawn from the recommendations of that report, which mandates that states establish a coordinated administration of federal, state, and local employment and training programs, including the Job Training Partnership Act (JTPA) and vocational education. It is consistent with recommendations made in the 1989 report of the Secretary's National JTPA Advisory Committee, *Working Capital: Coordinated Human Investment Directions for the 1990s*, which sought effective ties between job training, education, and welfare. Now, nearly a dozen states and scores of local service delivery areas have attempted to integrate program planning through state and local human investment councils, and other devices, despite continuing barriers in federal statutes.

If the U.S. is to remain economically competitive, we cannot rely on the practices of the past, which are often perpetuated more by their own bureaucratic momentum than by compelling results that benefit society. It is my view that we can learn from hard-earned experience to shape the future clearly and to prepare for it in a more orderly fashion. Job Training 2000 attempted to capture the innovative strategies already being implemented in many states and local communities to achieve these goals.

The President has proposed one approach to restructuring local delivery systems which will require legislative action. Such systemic reform is critically important, but progress need not await the enactment of new federal legislation. Many states and local areas have already begun to pursue their own paths in building a new policy framework for workforce investment. The details vary, but there are certain basic features common to all of these initiatives. These systems are characterized by:

(1) a common point or points of intake; individualized assessment of clients to determine their service needs;
(2) a form of case management to see participants through the system;
(3) a common system of placement that employers can readily access.

It is clear from their efforts—all of them of recent vintage—that many states and localities have recognized the urgency of their workforce problems and the inefficiency of a piecemeal approach to attacking them. In each case, they have made a start. They have begun laying the foundation for a future integrated workforce investment system. It is our hope that other communities will follow their example. While these early efforts may be limited in scope—in terms of programs covered and objectives shared—it is important that they are guided by their vision of a workforce development system.

We should not devalue the key principles of Job Training 2000 by getting bogged down in legislative detail, which would miss the point at this stage of the debate. The vision of change embodied in Job Training 2000 is the key. Discussions will continue, as they probably should, over the role of Private Industry Councils, the use of postsecondary vocational education funds outside the schools, "one-stop shopping" as a single site or an integrated network of sites, and the role of the Employment Service. But, these issues are only examples of the means to an end. I believe both the Administration and the Congress would agree that these points are negotiable to achieve the broader goals.

Central to any successful system of education and training is a local public-private partnership, which is why the Administration based its proposal on using the current system of local Private Industry Councils (PICs). As the primary consumers of the product of the local education and training systems, private employers chair the councils and constitute the majority of the councils' membership. The councils also include the principal service providers in the locality—the heads of the local education agencies, community colleges, public and private training organizations, and the Employment Service—as well as representatives of labor and community organizations. The PICs are a logical starting point for the development of a local workforce investment system like Job Training 2000.

Conceptually, Job Training 2000 may be viewed as the next stage in the evolution of the PICs. Many PICs are already carrying out some of the functions, beyond JTPA administration, envisioned in the proposal. In most communities, it is anticipated that the structure of the PICs would be adapted so that they could operate in a broader policy and program arena. PICs would broaden their role in the community largely through an evolutionary process, negotiating new administrative arrangements with existing agencies, schools, and employers under current statutory authority.

Whatever legislation finally emerges from these discussions, it must achieve an effective, comprehensive system. The National Alliance of Business conducted research on current practice around the country to distill the characteristics of successful systems. I can say with confidence that these characteristics are essential for a Job Training 2000-type system. A new system should ensure *ease of access* to both workers and employers. The system should be *broadly inclusive*, encompassing the full range of training and education programs. The system should be based on a *public-private partnership*. The system should be *market-based*, responding to the requirements of the local economy. Creating the system should be the result of *concerted action at the national, state, and local levels*.

The Bush Administration has made an important contribution with Job Training 2000 by providing a new vision, based on principles from state, local, and international experience, as a stimulus for fresh thinking and creative initiative at the federal, state, and local level.

A LABOR VIEW ON JOBS FOR YOUNG PEOPLE

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Exploitation of child labor by unscrupulous employers is not a dead issue in the United States. Young people work long hours at low pay in fast food shops and "light industry" sweatshops. The National Child Labor Committee estimates that up to 100,000 children may be illegally employed in agriculture, often operating dangerous equipment, often exposed to dangerous toxic pesticides.

In recent years, the U.S. Labor Department's Wage and Hour Division has been catching employers illegally employing 20,000 to 30,000 children a year. But the General Accounting Office estimated that in just one test year there were 166,000 15-year-olds working in violation of Fair Labor Standards Act maximum hours or minimum age regulations.

The child labor problem is so bad that the AFL-CIO, the National Consumers League, and the Child Labor Coalition are pushing a model state law to strengthen controls and restrictions on child labor and to expand prohibitions against children working in dangerous occupations, with dangerous machines, or on dangerous worksites.

We in the labor movement want young people to have education—not employment—as their first priority. In a high-technology, high-skill, high-wage economy, maximum education is a key to success; and we want all young people to continue their education just as far as they can go. It is better for them to be in school than working. They must be prepared for six or seven major job changes during their working life.

Of course, the issues are complex. Some young people don't want to be in school. Some want to be earning money for themselves or for their families. Some need help in making a transition from formal schooling to the world of work. Some need work experience to realize the value of formal education. So a variety of education, youth training, and youth employment programs are necessary.

Full Employment: Good education with good teachers in good schools is a key to effective preparation of young people for life and work—but there must be jobs at the end of the preparation process. Education, training, and job programs for young people can be fully effective only within the context of a healthy, expanding, full-employment economy.

Without good-pay jobs at the end of the education and training road, young people fall into cynicism, despair, and anti-social behavior. So 20 percent unemployment rates for teenagers in general and 40 percent unemployment rates for black teenagers are cause for alarm and action.

We want all young people to get good general education and basic skills. Such education and skills are essential for life-long learning and progress in the world of work, essential for participation in the responsibilities of citizenship, and essential to satisfying and fulfilling personal development.

The AFL-CIO has a long record of concern about youth unemployment, and over the years labor unions have been actively engaged in efforts to increase job and training opportunities for young people generally and particularly for minority young people generally. Unfortunately, slow job growth and sharp cuts in federal support for youth job and training programs in recent years have forced cutbacks in these programs.

Apprenticeship: For example, union-sponsored and union-supported apprenticeship outreach programs brought 60,000 minority and female young people into the skilled trades in the 1960s and 1970s. More than 100 apprenticeship outreach programs were operating, many of them administered by labor organizations, including the AFL-CIO's Human Resources Development Institute (HRDI), and labor-supported groups like the National Urban League and the Recruitment and Training Program.

A number of AFL-CIO unions extended the outreach concept with special pre-apprenticeship training programs for minority and female youth to prepare them for entry into construction and other apprenticeable trades. As a result of these efforts, minority representation in apprenticeship rose from two percent in the early 1960s to 22 percent currently. Women, who made up one percent of apprentices in 1967, now are seven percent of the total.

Unfortunately, support for these successful programs was drastically cut by the Reagan and Bush Administrations. Therefore, it is hard to avoid some cynicism about the latest election-year proposal of the Bush Administration for a "youth training corps" to perform community service and conservation work and for a national youth apprenticeship school-to-work transition program.

School-to-Work Programs: The AFL-CIO wants to expand opportunities that prepare young people for work while they are in school, as long as broad-based educational goals are not sacrificed. Young people who do not go on to college should have opportunities to gain valuable career experience as part of an overall career development program leading to high-wage, high-skill jobs. New programs should not harm the integrity of existing registered apprenticeship programs or displace workers already on the job.

School-to-work programs should have, at a minimum, the following characteristics:

(1) Close integration of academic and vocational learning and workplace experiences through innovations in curriculum and instructional strategies in the classroom.

(2) Work experiences that are guided learning opportunities for young students, rather than subsidies for employers.

(3) A structured program leading at a minimum to a high school diploma, post-secondary credential, and a certification of occupational skills.

Job Corps: The existing successful Job Corps training program—which involves a great deal of labor union involvement and labor union support—is the model for the Bush youth training corps proposal. Job Corps centers take severely disadvantaged youth out of their regular environment and give them vocational training, work experience, remedial education, health care, job counseling, and personal counseling. The Job Corps pro-

gram is expensive when measured on a per-participant basis, but it is very effective. That is why Congress has kept the program going in spite of Reagan and Bush Administration efforts to kill it.

Many youth programs have been tested over the years, including an HRDI program offering a combination of summer and in-school services to help young people formulate their employment goals for the future and to get the education and training they need for the jobs they want.

Programs That Work: The results of the HRDI program confirm the value of efforts to encourage disadvantaged young people to resume or maintain attendance in high school or some other appropriate education or training program. We now know that some young people can benefit from an integrated school-work program—but when school performance drops, the work component should be reduced.

The AFL-CIO has supported proposals which would promote private sector job placement and help economically disadvantaged youth aged 16 to 19 with:

(1) part-time employment during the regular school year up to 15 hours a week;
(2) part-time employment during the summer months between regular school years, combined with remedial education, classroom instruction, or on-the-job or apprenticeship training; and
(3) full-time employment for a period of at least eight weeks during the summer months between regular school years, up to a maximum of 40 hours a week.

Labor Protections: If private sector jobs are not available, public agencies and private non-profit organizations should create jobs for participating disadvantaged young people. However, such jobs should be carefully monitored and such subsidized employment and work experience should be combined with education and training. We support "keep them in school" youth programs, but we insist on labor protections including:

(1) wage and labor standards providing for payment of at least the regular federal minimum wage,
(2) an increase in employment opportunities over those opportunities which would otherwise be available,
(3) prohibition against displacement of currently employed workers,
(4) no youth to be hired by an employer when any person is on layoff from that employer,
(5) protection of promotion opportunities for currently employed workers, and
(6) consultation with labor organizations representing people engaged in similar work in the area.

We do not object to subsidies to public agencies and to private non-profit employers of disadvantaged youth, although we believe such employment must be carefully monitored to prevent abuse. School-and-employment programs for young people should not be "make-work" projects. These programs could help local public agencies facing serious budget reductions, but they must be carefully monitored and policed to prevent substitution or displacement of regular workers.

Oppose Wage Subsidies: However, we strongly oppose wage subsidies to private, for-profit employers. We oppose such wage subsidies whether given directly through public grants or through the back door of tax credits. We do not oppose use of federal funds to reimburse private, for-profit employers for extraordinary costs of recruiting, counseling, instructing, and training disadvantaged workers, but we believe that wage subsidies for private, for-profit employers are wrong in general and wrong in this specific instance.

We oppose such wage subsidies because such organizations are significantly different from public and private non-profit organizations in purpose and behavior. "Free labor" wage subsidies to private, for-profit organizations—many of them low-skill, low-wage employers who provide little or no training to their workers—would give these for-profit organizations an unfair advantage over their competitors and would provide these for-profit organizations with unfair windfall profits from public funds.

By contrast, public and private non-profit organizations provide services which are not in the competitive market economy, services which benefit the whole community without regard to a profit motive. Even for public agencies and for non-profit private employers there should be some limit on how long the wage subsidy can continue, and there should be some graduated step-down in the level of the subsidy.

Education, Training, Jobs: The AFL-CIO insists on job-creating economic growth as a prerequisite for successful employment and training programs for young people as well as for adult workers. Education opportunities must be available, including opportunities for higher education as well as general educational and vocational education through the high school years. In a world of fast changing technology and international competition, lifelong learning and education and training and retraining must be available to all workers, both employed and unemployed. And special outreach and assistance must be available to help minority and female youth enter the mainstream of America's economic life.

The AFL-CIO will continue to press for sound, realistic employment and training programs to meet the needs of young workers and for economic policies which create a full-employment environment in the United States for such programs.

JOB TRAINING 2000 DOESN'T GO FAR ENOUGH

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At the local deliverer level, be it a small unit of county government or a community-based organization, it has been general operating practice to try to meld some semblance of a system out of totally fragmented employment and training programs that have different terminology, funding cycles, outcomes, and eligibility criteria. Who can logically defend a non-system of 60 disjointed and often duplicative federally-funded programs with current total dollar appropriations of $18 billion a year? Is there a need for Job Training 2000? Absolutely. In fact, I wish it were Job Training 1993!

The current political climate precludes both raising revenues (taxes) for improvements in employment and training, as well as cutting back on services. The only possibility is doing better with less. The question, then, is how hard will it be to overcome turf issues, non-entrepreneurial operating methods and other barriers to collaboration? The most concise statement of the pitfalls on the road to Job Training 2000 that I have seen is this: "It must be remembered that there is nothing more difficult to plan, more doubtful of success, nor more dangerous to manage, than creation of a new system. For the initiator has the enmity of all who would profit by the preservation of the old institution and merely lukewarm defenders in those who would gain by the new ones." Of course, this perspective on Job Training 2,000 was taken by Machiavelli in the year 1513!

I agree that these changes won't be easy, that many constituency groups will fiercely resist them. Before looking at specifics, I would like to address why Job Training 2000 doesn't go far enough. Already, in efforts to make Congressional approval more likely, post-secondary vocational education programming (the Perkins Act) has been removed from the consolidated program mix. Yet, even if totally consolidated, the programs included are only funded at a level sufficient to serve a fraction of the eligible population; and the eligible population is a narrowly defined band of the total and potential workforce. In the *America's Choice: High Skills or Low Wages!* report issued in 1990 by the National Center for Education and the Economy, the authors report that "Only 8% of our front-line workers receive any formal training once on the job, and this is usually limited to orientation for new hires or short courses on team building or safety. (All) our foreign (competitor) nations. . .support company-based training through general revenue or payroll tax-based financing schemes. We do not."

Job Training 2000 has some of the elements of a starting point for *genuine* systemic overhaul, but to really address the workforce training, upgrading, and retraining needs of all our new or current workers we must greatly expand on this proposed initiative. With this caveat, let's take a look at three elements of Job Training 2000: one-stop skills centers, vouchers, and building and maintaining the capacity of this newly envisioned system.

ONE-STOP SKILLS CENTERS: This is a misnomer. In fact, there won't be *one* stop, but a *network* of skills centers within a labor market, each offering a full range of assessments of skill levels and service needs, labor market information, career counseling, and information on training opportunities and available resources. Secondly, these skill centers will not themselves impart the needed skills for our workers to become globally competitive, but will provide the referrals to certified training programs. The current duplication is not doing the entire range of services at multiple locations, but repeating all, or part, of the *same* activities in a vacuum.

Current providers will feel threatened, but they will have to develop trust in others to provide quality services in replacing the fragmented services over which they formerly had direct control. A well-thought-through transition plan, coupled with the enhanced resources needed to really do the job will overcome these fears.

Still not fully developed, however, is the structure of Private Industry Council oversight and accountability for the Skills Centers. It is much easier to envision how this would work in rural New York than at the numerous entry points to the system in New York City. Given the natural political predilection towards putting the great bulk of resources into direct training rather than into administration, I have a gnawing fear that sufficient administrative resources to ensure that the skills centers perform optimally will not be allocated.

VOUCHERS: Vouchers are the keystone of the proposed customer-driven system. Current service providers, who by all current performance measures and requirements have met or exceeded all demands, are most troubled by this structural change. They worry who, and how, they will be made whole if they are a little slow to adjust to a radically different funding mechanism. There is certainly an injustice to a system that rewards 15 years of achievement of goals with mere refunding, but allows one year of inadequate results to mean you are defunded out of the business. If the market place alone is allowed to prevail as vouchers are introduced, a number of excellent service providers, who bring many intangibles to the table, could be lost forever. How, for example, could a CBO obtain funds to modernize equipment, re-tool operations, or renovate service delivery sites without someone's deep pockets? Wouldn't they be at a distinct disadvantage in changing their customer focus versus a for-profit provider who is a subsidiary of a wealthy conglomerate? In this scenario, once the number of potential providers is greatly diminished, couldn't the remaining giants raise costs?

A second concern I have about vouchers is ensuring *genuine* informed choice by a client population often overwhelmed by a maze of services. Although recent years have witnessed more stringent federal and state oversight of some of the shadier proprietary schools (there are many reputable ones), in the past "body snatching" was a problem. A 1989 report by the New York INTERFACE

Development Project, *Unfair at Any Price: Welfare Recipients at New York Proprietary Schools* addressed this very issue. "The (proprietary) schools spend millions annually, however, advertising high completion and placement rates. Their recruiters station themselves in front of welfare centers and promise 'free' education, guaranteed work, and starting salaries of $30,000. . .Students' skill levels and suitability for the program are seldom evaluated."

The proponents of Job Training 2000 will argue that program certification, performance standards, and performance-based contracting will resolve these concerns. Eventually this may be true, but it has taken years for VATEA and JOBS performance standards to be developed, and they still haven't hit the street. In the transition period much care would have to be taken to ensure that implementation of vouchers would both benefit the customer and not unfairly squeeze out legitimate quality service providers.

Ultimately, while moving to vouchers is a big job, I agree with the authors of *Reinventing Government*, David Osborne and Ted Gaebler (1992), who "discovered that when service providers must compete, they keep their costs down, respond quickly to changing demands, and strive mightily to satisfy their customers. No institution welcomes competition. But while most of us would prefer a comfortable monopoly, competition drives us to embrace innovation and strive for excellence."

CAPACITY BUILDING: Finally, to make the neeued changes is a huge undertaking, doomed to failure or mediocrity without sufficient front-end funding for capacity building. In a *Work America* interview with U.S.Department of Labor Assistant Secretary of Labor Roberts T. Jones, the National Alliance of Business asked, "What resources will be provided to enhance the capacity of the Private Industry Councils to carry out their new responsibilities?" Secretary Jones replied that under Job Training 2000, state technical assistance funds under JTPA would be available. The "field operative" in me knows that these technical assistance funds are currently woefully inadequate to maintain the skill levels of the dedicated front line staff preparing our workers. I don't see how Job Training 2000 can work without the necessary resources to: a) enhance the oversight capacity of the Private Industry Councils; b) assist the current portfolio of successful service providers by refocusing their approach to a more customer-driven one through a transition period; c) invest more heavily in the skill maintenance and upgrading of front line employment and training staff; and d) invest in model program dissemination and replication.

The consolidation envisioned in Job Training 2000 will soon come with or without federal legislation. Programs that have done all they were asked under the current non-system will have to change in the same way you have to break up a good baseball team that comes up a little short of the pennant several years in a row; fine tuning won't do it. Our nation's workers deserve a championship team, and the current structure will have to be reinvented. Providers who want to play for the new team had better start repositioning themselves today.

ABOUT THE AUTHORS

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GARTH L. MANGUM is Max McGraw Professor of Economics and Management at the University of Utah. He authored 1960s manpower legislation as Staff Director of the Senate Employment and Manpower Subcommittee and Executive Director of the President's Committee on Manpower. He advised Secretary of Labor George Schultz about the Comprehensive Employment and Training Act and worked with Senator Orrin Hatch of Utah in the design and passage of the Job Training Partnership Act. He also served as Chairman of the Policy and Planning Committee of the Utah State Job Training Coordinating Council.

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JOAN L. WILLS is Director, Center for Workforce Development, Institute for Educational Leadership. She has served as Director of the Illinois agency responsible for education and training programs and the National Governors' Association Center for Policy Research. For the National Center on Education and the Economy, she served as Vice President and project manager for the Commission on the Skills of the American Workforce that produced "America's Choice: High Skills or Low Wages!"

MILDRED KIEFER WURF represents Girls Incorporated in Washington, D.C. and was involved in the founding of the National Youth Employment Coalition. She was the founding coordinator of the National Collaboration for Youth and served on the Citizen's Review Commission on the Comprehensive Youth Employment Program and the President's Council on Youth Opportunity. Currently, she works as Labor Program Manager for Affinity Group Marketing and Chairs the Board of the Center for Youth Services in Washington, DC.

NATIONAL YOUTH EMPLOYMENT COALITION

BACKGROUND AND MISSION—The National Youth Employment Coalition (NYEC) is a nonprofit membership organization representing more than 50 diverse agencies interested in increasing employment, education and training opportunities for America's youth, especially those who are disadvantaged. Founded in 1979 by a group of leaders in the field of youth employment, the NYEC seeks solutions to the costly and corrosive problem of youth unemployment. NYEC members know from experience that the creation of employment opportunities for "at-risk youth" is intertwined with the problems of substance abuse, illiteracy, school failure and drop-out, teen pregnancy, foster care, poverty, crime, housing, health and immigration.

NYEC OBJECTIVES

- To improve the public's understanding of, and support for youth employment programs and initiatives.
- To serve as a clearinghouse of information which will improve the services offered by NYEC members.
- To be a catalyst for cooperative ventures among Coalition members, voluntary organizations, the educational system and the private sector.
- To analyze the impact of present or proposed policies upon the development of a comprehensive youth employment policy.

With offices in New York City and Washington, DC, the Coalition is directed by a ten-member Executive Committee, a full-time staff and guided by the interests and concerns of more than fifty organizations. It offers the following services:

Public Information—While the problems of "at-risk" youth may at times seem intractable, many programs have turned lives around. The NYEC increases public awareness about ways to help "at risk" youth and effective solutions through press conferences, roundtable discussions, publications and a monthly newsletter.

Resource Sharing—The NYEC identifies and disseminates the most current information on research, policy, and practice related to youth employment.

Policy and Legislative Analysis—The NYEC Policy and Legislative Analysis Task Force monitors and studies and comments on youth employment related public policy and legislation.

Collaborative Ventures—The National Youth Employment Coalition facilitates the development of local youth employment coalitions around the country which work to improve job training programs for young people.

FINANCIAL INFORMATION

Support for the Coalition is derived from three sources: dues, grants from corporations and foundations and government contracts. Our private sector contributors have included:

Aetna Foundation, Inc.
American Express Foundation
The American Stock Exchange
The Borden Company
DeWitt Wallace-Reader's Digest Fund
The William H. Donner Foundation
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General Mills, Inc.
Hershey Foods Corporation
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The Charles Stewart Mott Foundation
The New York Community Trust
The Revson Foundation
The William Randolph Hearst Foundation
The William T. Grant Foundation Commission on Youth and America's Future
U.S. Department of Labor

PUBLICATIONS

Approaches to Building Local Youth Employment Coalitions, 1986.
Who We Are, What We Do: A Directory of Members' Services and Resources.
JTPA and High-Risk Youth: A Guide to Effective Employment and Training Programs, 1989.
Investments in Tomorrow's Workforce: Corporate Partnerships for the Education, Employment and Training of Disadvantaged Youth, 1989.
The Challenges in Staffing Youth Employment and Training Programs: Findings and Recommendations, 1989.
National Youth Employment Coalition Roundtable Reports.

National Youth Employment Coalition Members

Voting Members:

Academy for Educational Development
Alternative Schools Network
American Youth Work Center
Bay State Skills Corporation
Boston Private Industry Council
Boys and Girls Clubs of America
Center for Population Options
Center for Remediation Design
Child Welfare League of America
Children's Defense Fund
Cities in Schools, Inc.
City Volunteer Corps, Inc.
FEGS
Fresh Air Fund
Girls, Inc.
Grand Street Settlement House
Homebuilders, Institute
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Interface
Jobs for the Future/ Bank Street College
Jobs for Youth—Boston
Jobs for Youth—New York
National Academy Foundation
National Association of Counties
National Association of Private Industry Councils
National Association of Service and Conservation Corps
National Association of State Directors of Vocational and Technical Education
National Child Labor Committee
National Council of La Raza
National Crime Prevention Council
National Network of Runaway and Youth Services
National Puerto Rican Forum
National Urban League
New England Community Action Association
New Ways to Work
New York Private Industry Council
Northern Rhode Island Private Industry Council
OICs of America
Phoenix Union High School District
San Francisco Youth Employment Coalition
Training and Development Corporation
United Neighborhood Houses of New York, Inc.
United Way of New York City
US Basics
Utah Youth Employment Coalition
Vocational Foundation, Inc.
Washington State Association of Employment and Training Professionals
WAVE, Inc.
YMCA of the USA
YWCA of the USA

Young Adult Learning Academy
YouthBuild—U.S.A.
Youth Service America

Non-Voting Members:

Center for Human Resources -Brandeis University

William T. Grant Foundation Commission on Work, Family, and Citizenship
Manpower Demonstration Research Corporation
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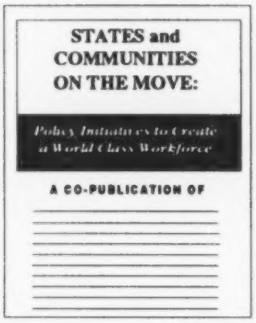

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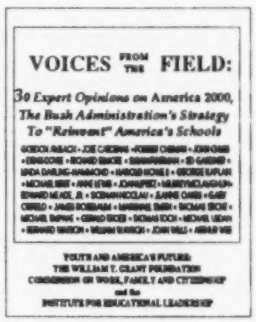
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